NATIONAL MUNICIPAL REVIEW

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News for League Members 125

Some Answers on Civil Defense ..... *Hubert R. Gallagher*

A Timely Proposal ..... *Editorial*

A Winning Run for Richmond ..... *T. Nelson Parker*

Hague's Domain Revisited ..... *Dayton D. McKean*

Health Consolidation Works ..... *Dorothy Luber*

Problems of Public Officials ..... *Arthur W. Bromage and Harold S. Rand*

Suburban Population Up 35% in Decade 148

Counties Seek Help from Legislatures 155

Training Assessors in Connecticut 159

The Know-how of Public Relations 164

Bureaus Report on Current Activities 169

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The National Municipal Review

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NEWS for League Members

Southern Cities Get Field Services

It would be difficult today to go anywhere in the United States on a civic mission without hitting a high percentage of places busy with important moves to improve our system at the grass roots.

In late January, Allen H. Seed, Jr., the League's director of field services, reached New Orleans just as a newly appointed committee (page 97, February REVIEW) was preparing to start work on that city's first home rule charter. He conferred for three days with the committee and other civic leaders.

In early February he addressed the Conopus Club of San Antonio, which is composed of prominent civic and business leaders. The civic war, hot or cold, is always under way in San Antonio, where discriminating voters last Christmas season turned down what was branded a "fraudulent" civil service charter amendment (page 97, February REVIEW) and where an intermittent campaign for the council-manager plan has been going on for years. Had the civil service proposal, sponsored by the ruling political group, been adopted it would have prevented a vote on the manager plan for another two years.

During his tours of the country since he joined the League's staff last April, Mr. Seed has turned up in many other places at about the right moment: in Kansas City just as the new Citizens Association was being formed to "keep the rascals out," in Seattle when a county home rule charter was in preparation, in Portland, Oregon, when a reform campaign was about to be launched, in Pawtucket, Rhode Island, when a civic group was struggling to be born.

From coast to coast and border to border, his past experience as director

(*Continued on page 126*)

Allen H. Seed, Jr., about to speak before the Conopus Club of San Antonio on "Citizen Action for Improved Local Government"

Golden Voice of Civics Stilled

Probably the most eloquent voice ever raised in behalf of progress in local civic affairs was silenced January 31 when Walter J. Millard died suddenly at his home near Cincinnati.

Trained in electrical and mechanical engineering in London, the city of his birth, Mr. Millard came to the United States in 1901. He took an early interest in local civic campaigns and soon devoted his entire time to this work, becoming a professional speaker and campaigner. He addressed more people in more places on city government than any other man.

A typical tribute to his eloquence appeared some years ago in *The Detroit News:*

"There had been a dozen speeches. Everybody yawned when the chairman of the Detroit Charter Commission a nounced that there was another speake An hour later nine commissioners we catching every word. Nobody yawne Nobody whispered aside to his neigl bor. Walter J. Millard had made inte esting the subject of proportiona representation."

He was equally at home before a audience of factory hands or a clas at Columbia University and retained hi good-humor with friendly or hostil groups.

At various times during his nearl half-century of campaigning, he serve as field secretary for the Nationa Municipal League and for the Propor tional Representation League. At th time of his death he was director o the Public Ownership League o America.

WALTER J. MILLARD

Field Service

(*Continued from page 125*)

of organizations in New York, Toledo and Minneapolis, and as a forme president of the National Associatio of Civic Secretaries, has been useful i his current work with local civic lead ers and groups on problems of organi zation and program.

Since the first of the year, Seed has visited Washington, D. C., Richmond Winston-Salem, Augusta (Georgia), and Atlanta, Birmingham, New Orleans Houston, San Antonio, Tucson, Phoenix, San Diego, Los Angeles, Albuquerque, Santa Fe, Oklahoma City Tulsa, Dallas and other cities.

He has travelled more than 25,000 miles into 40 states, in addition to the District of Columbia, Canada and Mexico, has advised with scores of local civic and research organizations, and has made a number of public addresses.

More NEWS page 179

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Contents for March 1951

News for League Members 125

Some Answers on Civil Defense ..... *Hubert R. Gallagher* 128

Editorial Comment 129

A Winning Run for Richmond ..... *T. Nelson Parker* 131

Hague's Domain Revisited ..... *Dayton D. McKean* 135

Health Consolidation Works ..... *Dorothy Luber* 141

Problems of Public Officials ..... *Arthur W. Bromage and Harold S. Rand* 145

News in Review

City, State and Nation ..... *H. M. Olmsted* 148

County and Township ..... *Elwyn A. Mauck* 155

Taxation and Finance ..... *Wade S. Smith* 159

Citizen Action ..... *Elsie S. Parker* 164

Researcher's Digest ..... *John E. Bebout* 169

Books in Review 175

The contents of the Review are indexed in *Index to Legal Periodicals, International Index to Periodicals* and *Public Affairs Information Service.*

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Some Answers on Civil Defense

By Hubert R. Gallagher*

A number of questions were raised on the editorial page of the NATIONAL MUNICIPAL REVIEW for February which can and should be answered promptly. The Civil Defense Administration is most appreciative of the space afforded for that purpose in this issue.

1. It was suggested that, as a nation, we may be giving too much attention to the threat of the atomic bomb and not enough attention to sabotage and other dangers. Actually, a number of manuals and public information booklets on *all* possible forms of attack are in preparation. These include booklets on bacteriological warfare, chemical warfare and fire fighting.

2. Are we striking a proper balance, the editorial asked, between efforts to keep bombs from dropping and efforts to minimize the damage after they have dropped? Civil defense is not and cannot be concerned with the interception of enemy bombers, which is the task of the military. Nor does the Civil Defense Administration propose to spend five billion dollars on air raid shelters alone. The entire civil defense program is expected to cost in the neighborhood of three billion dollars for all purposes.

3. As to whether civil defense planning is fully coordinated with the overall, diplomatic, military and industrial plan, it should be obvious that civil defense cannot operate on any other basis. Diplomatically, our use of British rescue training schools and our mutual aid agreements with the border citie of Canada are two examples of close co operation in the international field Militarily, the Civil Defense Adminis tration maintains active liaison with th Pentagon. States and cities are workin closely with industry because continue industrial production in case of enem attack is a primary objective of civi defense.

4. Participation by representative of state and local governments has bee a basic principle of the governmen program from the very beginning. A a result, the national plan entitle "United States Civil Defense" has bee widely accepted throughout the natio and is now serving as a guide for liter ally hundreds of state and local au thorities. Effective and whole-hearte cooperation has been received and i being received from governors an mayors.

5. Contrary to the assumptions o the February editorial, regional as wel as municipal planning is a fundamenta part of the civil defense program. Mu tual aid agreements between neighbor ing cities have been provided for, an hundreds of communities have entere into such agreements. Regionally, model interstate civil defense an disaster relief compact was submitte to state governors by the Federal Civi Defense Administration last Decembe It has been approved by a number o state legislatures.

6. The question was raised as t whether we have taken full advantag of the English experience during th last war. English experts were consult ed in the preparation of "United State Civil Defense," and the English sta college and training schools are bein used by key American personnel toda

7. As to a realization that the co servation of manpower and other re

(Continued on page 158)

*Mr. Gallagher, formerly associate director of the Council of State Governments, is now with the Federal Civil Defense Administration.

Editorial Comment

A Timely Proposal

REVELATIONS of the last few months tend to give the impression that there has been a sudden increase in political corruption in United States cities. Not so.

The corruption has been going on undetected or ignored for years and, stimulated by the huge funds of organized gambling, it has been getting progressively worse. It has been actively protected by venal law enforcement officials, to their great profit, and condoned by an apathetic public and press who remained unperturbed by revelations of the Chicago Crime Commission, the California Crime Commission and various grand juries and public officials with a high sense of duty.

It is shocking and fantastic that officials and policemen who come under suspicion have been permitted in some places to retire on pensions or refuse to testify upon matters relating to their offices on the ground that their answers might tend to incriminate them.

Very timely and appropriate, therefore, is the proposal of the Council of State Governments that states adopt laws to remove this impediment to investigation.

In its 141-page volume, *Suggested Legislation,* as developed by a drafting committee of state officials, the council includes the draft of a proposed act originally suggested by the Chicago Crime Commission.

The act requires an official attempting to hide behind the constitutional provision against self-incrimination to forfeit his office and prohibits him from holding other office for a period of five years.

Answering the argument that the bill nullifies a time-honored protection, the council asserts that officials may still exercise their privilege to refuse to testify. It merely provides that "no person serving the public can hide his criminality behind that privilege and still hold public office. An official may assert his constitutional right, but he has no constitutional right to hold his office."

This suggestion should be widely adopted. And there should be other penalties that, as the council puts it, would "tend to eliminate from public office those individuals whose only desire for public office is to abuse the trust by participating in practices which cannot stand the light of public exposure."

For example, should a policeman who finds it embarrassing to answer questions about his conduct or his bank account be permitted to retire on full pension? Might it not be appropriate for him to receive only the actual amount he has paid into the pension fund?

Exempting the Big City

IN THE few states which still deprive their cities of the right to adopt the council-manager form of government, there is a growing demand for freedom of choice.

Typical of this demand is a recent editorial in the *Bloomington* (Illinois) *Pantagraph,* which blames

"small time politicians" for what, essentially, is a nullification of self-government and quotes Governor Adlai E. Stevenson, in his message to the legislature, as follows:

"Many students of municipal government in Illinois conclude that the problems of our cities would in some instances be lessened by the city manager method of operation. Existing laws permit a city manager only in towns of 5,000 population or less. Larger cities in other states have found the system effective. As a step in the direction of greater home rule and increased flexibility, I believe the legislature could well offer to all cities under 500,000 population the additional option of the council-manager form of government to be adopted by referendum."

Why "all cities *under* 500,000"? Because the not so small time politicians of Chicago would be sure to fight any move for efficient government that might interfere with their privilege and pap?

There is no evidence, of course, that the council-manager plan will not work well in large cities. All evidence indicates that efficiently organized administration, as in the manager plan, tends to produce good results in them as in small places.

And why not? One might as well argue that a small business has to be run properly but that efficient organization and competent management is bad for our great corporations.

Explaining Civil Defense

The burden of the February editorial on civil defense, to which Hubert Gallagher replies on page 128 of this issue, was that no matter how clear the federal authorities may be in their own minds the public generally is far from clear about basic objectives, to say nothing of the many essential procedures and priorities of civil defense.

Mr. Gallagher's answers provide the kind of clarification of which there must be much more before we achieve the understanding and teamwork required.

Whether intermunicipal mutual aid agreements and interstate compacts will produce the concerted regional action achieved in England during the worst bombings of World War II is questionable, to say the least.

Their success will require a rare community of understanding and uniformity of preparation among the scores or hundreds of governments in a defense area.

In any event, the diversion of citizen interest from normal voluntary civic or welfare activities is worthy of thoughtful consideration. Come what may, most of our cities will not be destroyed; it would be physically impossible. Meanwhile, in getting volunteers for civil defense the temptation will be to recruit people who are already in the habit of giving time for the public good. Every effort should be made to enlist others. Civil defense can be made interesting to them.

A Winning Run for Richmond

Mayor, who formerly opposed council-manager plan, adds up gains and finds himself transformed into a crusader.

By T. NELSON PARKER*

THREE years ago I opposed the council-manager form of government for Richmond. A year ago I had changed my mind and come to favor it. And now I have changed my mind again. Today, I am a crusader for Richmond's city manager government.

My story, I believe, is the story of many Richmonders who at first opposed adoption of the council-manager charter. It is a narrative of how in little more than two years we have seen enough of our new government to know that we have gained far more than what we thought we might lose.

Five years ago an aroused group of Richmonders went to bat for better city government. By now they have won the ball game. In four separate and distinct achievements in this contest for better government the Richmond team has in effect put a man on first base, advanced him to second, then to third and finally driven him home for the winning run.

I said the citizens of Richmond went to bat five years ago. They were few in number, only about 200 who gathered at the Hotel John Marshall and decided to organize a citizens association to encourage interest in municipal government. The young Citizens Association collected signatures to petitions for a referendum on the form of city government and secured a large vote in favor of the appointment of a charter commission. The Richmond team had put its man on first base.

A charter commission of seven men, all backed by the Citizens Association, was elected and, after intensive review, proposed a council-manager government. Over 70 per cent of the more than 26,000 voters approved the new charter. The winning run was now on second base.

In the spring of 1948 the Citizens Association selected nine men who, it felt, were best qualified to serve as members of the new council and it vigorously campaigned for their election. Eight of those nine men were elected. The new government had been adopted and it was now to be launched under the stewardship of men who were its publicly avowed friends.

Some might conclude that this double-barrelled achievement was in effect a two-base hit that advanced our man on second base to home and thereby scored the winning run. But most of us knew that the game was far from won. We had advanced our winning run to third base. There was one more base to be made.

The winning run could be called safely across home plate when the new government in its operation had

*Mr. Parker was elected in 1950 to the city council of Richmond under its council-manager charter on the ticket of the Citizens Association and was chosen by that body as its president and mayor of the city.

demonstrated to a substantial majority of the community that it justified the hope and faith Richmonders had placed in it. Our new government has done just this. That is my own personal conviction but I believe I speak the sentiments of thousands of others who originally opposed adoption of the manager charter.

Our new manager government has brought many benefits. I have not time to recount all of these, but I do wish to mention some of those things which have impressed me most during first-hand observations over the past two years.

I am impressed with the operation of our impartial, nonpolitical merit system of employment. We have secured a higher quality city employee; we have gained the respect and confidence of the average employee; we have built the prestige and the reputation of the city service and we have relieved the members of council from the cheapening, troublesome and often embarrassing requests of those seeking favor in employment and promotion in the city service.

I am impressed with the effectiveness of our new, nine-man, unicameral council elected from the city at large. It has demonstrated that it handles the affairs of our city expeditiously and yet with far greater knowledge and skill than that of the old bicameral 32-man council. No longer are important matters defeated through delaying tactics such as leaving ordinances pigeon-holed in committees. No longer are decisions made in committees with the majority of the members of council following committee recommendations and voting despite their lack of knowledge on many measures. No longer are ordinances adopted without full consideration and thoughtful preparation. Today, each measure proposed in council has the careful scrutiny of the city manager and his staff, so that members of council may have the fullest advice prior to their deliberations. No longer are important matters defeated by secret votes in executive sessions. Today each measure to come before the council is voted upon in open session and each vote is recorded.

No Sectionalism

I am impressed with the spirit of unity that prevails in our city government. No longer is there sectionalism with representatives of one ward battling against those of another. Today, our councilmen represent the entire community. No longer is there log-rolling. Today we pave streets, build schools and establish playgrounds on the basis of the overall community need and not on the basis of "I'll vote for yours if you'll vote for mine."

I am impressed by the abolition of the ward politician. No longer does he thrive on favors, large and small, which he can hand out in return for questionable support at the polls. No longer does he weaken administration and influence legislation for the benefit of the minority. Today, the ward politician is through in Richmond.

I am impressed by the fact that administration is left to those who are employed to administer. No longer does the council attempt to

influence those decisions not properly the prerogatives of the legislative branch. Today, the council sets down policy. The manager sees that it is carried out.

I am impressed with sound fiscal controls and planning which we have been able to achieve under our new charter. No longer do we have deficit spending. No longer do we have hit and miss capital improvements. No longer do we have slush funds. Today, we live within our income, we borrow for recognized capital needs only and, when we borrow, we know how we are going to pay back.

Citizens Serve City

And I am impressed with the remarkable increase in citizen interest in local government and the active participation of literally thousands of our citizens in some branches of municipal affairs. For the first time we have put many community problems in the hands of citizen committees for study and for action. We have set up a committee on beautification, one on traffic problems and, most unusual of all, a number of committees to work with the department of personnel in reviewing applicants for certain jobs. Twenty-six different boards consisting of 165 citizens who are specialists in their particular fields have aided the department of personnel in judging the aptitudes and the qualifications of applicants seeking jobs in the city service.

Finally, I am impressed with many specific increases of services rendered and by many major public improvements that have occurred in the past two and one-half years. For instance, in the field of traffic problems we have modernized and extended a major part of our traffic light control system. We have established a municipal off-street parking facility.

We have resurfaced more streets in the past year than had been resurfaced in the previous five years.

In stepping up our safety programs we have increased by more than 30 per cent the inspections made by our fire prevention bureau. A boiler inspection program has been activated. Two new fire stations are being erected.

In the field of recreation we have opened a new playground and two new community centers. We have expanded the community center programs and coordinated them with the efforts of the school system. We have developed a new football field.

In public health we are erecting the city's first modern health center building. We have modernized and enlarged our tuberculosis center. We have increased the number of public health nursing visits by 25 per cent.

Educational facilities are rapidly expanding and we have set up a five-year program involving an expenditure of more than $12,000,000. We are building more schools today than were erected in a quarter of a century before.

Richmond owns three utilities operations. The municipally owned water plant is regarded as one of the finest in the nation. It has just recently been completed. The present administration set up the city owned gas utility on a profitable basis while at the same time anticipating

savings of more than $1,000,000 a year in consumer gas rates.

These are some of the concrete accomplishments. There are many more in the field of operating efficiency which indicate that we are well on our way to increasing our services to the citizens of Richmond.

With justified incredulity you now could well ask me, "To be such a crusader for the manager form of government today, how was it you saw such little light three years ago?" And I will have to confess that three years ago I did recognize many of the weaknesses that were inherent in our old government, but I thought I saw in the new charter a challenge to many of those things which I felt were more important in local government than the mere attainment of business efficiency.

Fears Unfounded

I feared a loss of some of the democratic character of our government. It seemed to me a mayor, elected by the people, would be a more responsive administrator than an appointed manager. I was concerned about the abolition of ward representation because I thought councilmen elected at large might not be as sympathetic to the problems of individuals and specific areas. I questioned the drastic reduction of the number in council from 32 to nine, and I had doubts about a one-chambered legislative body which might take precipitate action because of its lack of the traditional American system of checks inherent in our two-house legislatures. But I have come to learn these things:

An appointed city administrator, able to resist special interest and minority pressures, is capable of being as democratic, and even more so, than an elective one.

A small one-chamber council, with no standing committees in the accustomed usage and no executive sessions, affords a greater opportunity for full play of the democratic processes than is found in the bicameral council.

Nine well informed men can reach as democratic and as sound conclusions as 32 who might or might not be as well informed.

Councilmen who represent the entire city, and who are influenced by consideration of the city's welfare as a whole, approach more closely the democratic ideal because territorial minorities are frequently the demanding type.

Yes, I feared weakening of the democratic processes in the manager plan but I found instead a strengthening of these cherished values.

I am glad that five years ago a group of Richmonders had the vision to go to bat for better municipal government. I am glad their team won, for all Richmond has won. And I am proud to be just a rookie on this winning team.

Hague's Domain Revisited

Freedom bursting out all over in Jersey City but eventual rise of a new strong man foreseen by visiting author.

By DAYTON D. McKEAN*

THE Statue of Liberty stands with her back to Jersey City. For a generation that fact was regarded as particularly significant by people who looked at what was long Frank Hague's domain. Probably no city in America had a worse record than his for the suppression of those liberties that are supposed to be guaranteed by the first ten amendments to the constitution.

The lady could turn around now, for freedom is bursting out all over. People can growl freely as they wait for their busses or pour out of the tube trains at Exchange Place or Journal Square. "Jersey City is a good town," said an attendant in a service station to a perfect stranger, "but the taxes is awful." Before the "Revolution of the Tenth of May" (1949) he would not have dared to make such a complaint unless in his own home with the blinds pulled down.

It was the Freedom Ticket, headed by John V. Kenny, formerly a ward leader in the Hague machine, that toppled the old boss from his throne. The victory was nation-wide news. In the Newark papers it got top billing, above the defeat of Newark's own mayor on the same day, because Hague was a figure known the world over, a Democratic national committeeman, a former national vice-chairman, a maker and breaker of governors and senators.

The Kenny revolution was, for several reasons, successful when previous revolts had been crushed. Kenny was personally popular. People did not like Hague's attempt to establish a dynasty with his nephew, Frank Hague Eggers, as his successor. As far as that went, they did not like Eggers, either. But probably of greater importance was the fact that the Freedom Ticket recognized, as Hague had refused to do, that the Irish have seen their best days in the politics of most American cities, and they must now move over to give room to the later arrivals. In Jersey City these ambitious nationality groups are composed principally of citizens of Italian and Polish descent.

Freedom was won by nominating Charles S. Witkowski (Polish), Louis J. Messano (Italian), Donald Spence (Republican, Yankee) and only two Irishmen, James F. Murray and Kenny. Although the Hague forces were scornful of this "League of Nations" ticket, as they called it, conspicuous public positions are of great importance to nationality groups, because they give the individual members of the groups a sense of belonging, of prestige. It was not enough for the Italians that Hague had provided thousands of jobs for

*Dr. McKean, author of *The Boss: The Hague Machine in Action,* is professor of government and chairman of the Department of Government at Dartmouth College, Hanover, New Hampshire.

them through his chief garbage collector, Michael Scatuorchio ("Mike Scat"). He had never permitted an Italian on the city commission, a prestige job, and Kenny offered such a place in exchange for Italian support. The Kenny slate won in eleven of Jersey City's twelve wards.

Hague Opponents Split

Freedom, hard to win, is often harder to live with. The litter of the victory celebration had hardly been cleared from the streets when the two Irishmen on the city commission, Kenny and Murray, were leading rival factions. Many, but by no means all, of the colonels, captains and lieutenants in Hague's army thought the war was lost and either applied for pensions or deserted to the enemy. Most gave their allegiance to Kenny. But not the Honorable Mary Norton, member of Congress from the thirteenth district of New Jersey. For a score of years she had been a faithful adherent of Hague's, and she would not follow any other leadership. She took Mayor Kenny's hint that her long service to the nation entitled her to a handsome retirement pension and after a series of farewell dinners, at one of which Hague himself showed up, she did retire. The vacancy thus created in the congressional delegation seemed to Commissioner James F. Murray an ideal spot for James F. Murray, Jr. After all, Jersey City had a tradition older than any citizen living that political leaders took care of their relatives.

But this proposal was a challenge to the leadership of Mayor Kenny, and besides he had his own experience to convince him that the Jersey City market had been oversold on Irish candidates. He wanted, and ultimately won with, Major A. D. Sieminski, a hero of the Korean war. In the general election Kenny's man carried the district by 8,000 which Mary Norton had usually taken by 40,000. There were rumors that Hague, Murray and the Republicans had all worked against the absent Sieminski.

A citizen of Cincinnati may open his morning paper and expect no more startling news about his municipality than that the city manager and the council have just done something constructive. The turbulent politics of Jersey City provides its people no such dull fare. Some official is always being indicted or sued for libel or thrown out of office. Politics in Hudson County is a rough game. Indictments are still pending against Hague's second in command, former Deputy Mayor John Malone, and six other members of the Hague faction, who are charged with obtaining in 1948 and 1949 a 3 per cent salary kickback from public employees for the organization. Although ignorance of the law excuseth no man, they might well plead in the court of public opinion that the assessment of office-holders for campaign expenses was in Jersey City a custom hallowed by such long usage as to be as fully accepted by the community as betting on a number or playing the ponies.

Ready to expect anything, the citizens could not have been too surprised, then, when Mayor Kenny and city commissioners Messano and

Spence met and by resolution stripped Commissioners Murray and Witkowski of most of their administrative powers and duties, as the New Jersey Walsh Act permits a majority of a city commission to do. They left Mr. Murray the city bathhouse to operate. He was unhappy about this and barricaded himself in his office for a while, where he had his picture taken shaving. But with dire threats of litigation he came out after a few days.

All this uproar leads many citizens of Jersey City to assert that Kenny is not the boss Hague was. Indeed he is not. He appears to have good intentions. He has not permitted the assessment of officeholders. He will not interfere with cases in the courts or in quasi-judicial agencies, such as the county tax board.

For a Jersey City politician he showed an immense amount of political courage when he and his faction in the city commission turned down Commissioner Murray's demand for a Christmas bonus of $500 for each city employee. This would have cost the taxpayers about four million dollars and would have raised the tax rate 116 points. The taxpayers must have been astounded at this unaccustomed consideration. An increase in the tax rate had never worried Mayor Hague, who had always managed to shift the blame to the wicked railroad lobby.

The unaccustomed freedom in Jersey City was extended further by Kenny when he called off the City Hall New Year's reception. In Hague's day this reception had been a command performance at which every public employee was expected to appear to shake the boss's hand. Huge floral offerings such as those at a gangster's funeral were also appreciated. Hague had set so much store by the receptions and the homage shown by the faithful at them that he had even returned from Florida for a day or two to attend them. For once, however, the public employees were free to sleep late on New Year's Day. They were also spared the embarrassment that might have arisen had there been a Murray as well as a Kenny reception line at City Hall.

Hague Bids for Return

When Hague was dethroned in the "Revolution of the Tenth of May" a headline writer, forgetting Flynn, Byrd, Talmadge, Earl Long and others, wrote, "Kenny Upsets Last of the Bosses." The last or not, he was upset, and for the third time in his career Hague said he was through with politics. This abdication, however, did not last longer than his earlier ones. He did not resign his place on the Democratic national committee. He soon opened a headquarters and attempted to regroup his shattered forces. He worked hard. Indeed, his friends say that since his defeat he has spent more time in Jersey City than he ever spent there while he was mayor. He has not made even one trip to Europe since May 1949.

Hague came close to electing his candidate for governor in 1949. Alfred E. Driscoll is governor today only because Kenny, the Democrat, threw his strength to Driscoll, the Republican. Instead of the Demo-

cratic candidate for governor receiving 75,000 to 100,000 majority in Hudson County, as Hague candidates had done time out of mind, Driscoll almost carried this Democratic stronghold. He did not do well in the rest of the state, but with the help of Kenny he pulled through.

Kenny had an unhappy choice to make: he had either to support a Republican, who might or might not be friendly, or he had to support a Hague Democrat who would appoint judges and prosecutors. From a lifetime of political experience he knew what hostile judges and prosecutors could and would do. He chose the lesser evil but now, with only one Democratic vote besides his own on the commission, he is at the governor's mercy. If the man he made governor should persuade Spence to side with Murray, the roof would fall in.

The old boss knows the situation. Early in January, while fighting off a million-dollar libel suit, he recaptured control of the Hudson County Board of Freeholders. This powerful county board, with all its patronage, had deserted him in the hard days after his defeat. The means Hague used to persuade a majority of the board to return to its former allegiance have not been fully revealed, but the signal that the old master was back in power in the county was given when, by a five-to-four vote, the board elected a Hague man its director and ousted a Kenny man from the $7,500 office of county auditor to which it then appointed Raymond M. Greer. Greer had been associated with Hague in the days before Elba. He was the financial wizard who had been able to make the tax rate go down a little in every municipal election year even though it shot up to a new high in every non-election year. The touch of the master's hand and telephone manner were also shown in the manipulations just before the crucial five-to-four vote—one wavering freeholder was kept in protective custody in the law office of Frank Hague Eggers until ten minutes before the board met.

Charter Question Debated

Shortly after this coup, the Hague Democrats, now operating under the somewhat surprising title of Regular Democrats for Clean Government, held a mass meeting at which Eggers and others urged support for a movement to change from the commission to the mayor-council form of city government. At the meeting Eggers was hailed as the next mayor, and petition blanks were circulated to force a referendum. Circulation of the petitions led the Kenny faction in the city commission to try to head off the movement. It adopted a resolution, later followed by an ordinance, to provide for the election of a city charter commission at the general election in November. When the Clean Government (Hague) petitions were filed, the city's attorney announced they would be ignored in favor of the commission's resolution and ordinance. A court fight impends to decide precedence, but in all probability the voters on or before November 6 will be called upon to pass or reject some measure

looking toward a fundamental change in the government of Jersey City.

The next milestone on Hague's return road will probably come at the April primary elections. Two Republican factions promise each to have full tickets for assemblymen and county offices, and there will also be two Democratic slates, a Kenny list and a Hague list. What way will Murray and Witkowski go? Murray is an old Hague-hater, but amazing political transformations have occurred in Jersey City since freedom came, and he may now hate Kenny more than he does Hague. James F. Murray, Jr., was one of the speakers at the Clean Democrats rally. At any rate, a confused and complicated situation such as this gives the old boss just the opportunity he needs.

If Hague wins the primaries, he will solidify his control over Hudson County, and his next step may well be a recall election aimed at Kenny. Whether he can win with his nephew, Eggers, seems doubtful. Eggers could not lead the ticket in 1949. Hague may have to run himself, but he is 75 years old and, while he is excellently preserved, the sunset years are not appropriate for the slam-bang campaign that would be necessary. In the latest edition of *Who's Who* he listed himself as an ex-mayor but nevertheless gave his address as City Hall, Jersey City. Clearly he looks forward to a return from Elba, and every one in Jersey City seems to believe that in the lush years he saved up enough millions to finance a hard campaign.

If Hague does regain power it would seem unlikely that he has sufficient years remaining to reassemble his machine and to adjust it to run again with its old efficiency. After an interlude of freedom for the people, it will certainly be difficult to reestablish the old ruthlessness with which Hague's opponents got beaten up, run out of town or sent to jail on trumped-up charges.

Kenny No 'Boss'

Kenny, for his part, seems to lack the qualifications necessary to be boss of Jersey City. When he was elected he was quoted as saying, "I am going to be manager of Jersey City, not a boss." This resolution he appears to have attempted to keep, although he is no reformer—had he been one he probably could not have been elected in Jersey City. He did not abolish the sinecure jobs created under Hague; he simply removed those Hagueites who would not come over and put Kenny people in. In this action he showed that he is a true son of his city, where public employment is regarded above all else as a due reward for party work. Even in his treatment of Murray and Witkowski he was long suffering; Hague would not have tolerated their trouble-making for a moment.

Jersey City used to have a slogan, "Everything for Industry." If it does not have everything, it does have many attractions, especially its location, but it sadly lacks a stable government. The conflict of nationality groups in the area is comparable to that in Chicago, and the struggle is just as likely to last for a generation to come.

The commission form of city government, moreover, is probably one of the worst ever devised, because it encourages each sizeable minority to contend for one or more of the five places, not on the basis of an overall city program but on the basis of prestige, of recognition. Each commissioner is independent of every other and therefore feels that he must build up his own machine, making such alliances as he can, using the patronage of his own department, to secure his reelection. The commission type of city government encourages, institutionalizes, conflict. Finally the time may arrive when the people will welcome a boss who can end the bickering, even if he has to knock some heads together, or off.

The attractiveness to industry, especially to railroads, has been both a blessing and a curse to Jersey City—a blessing because it has produced hundreds of millions of dollars of taxable property, much of it owned by absentees—but a curse because it has produced a smoke-filled atmosphere, grimy buildings, miles of unsightly railroad yards and factories, and vast slums. Most of Jersey City, indeed, is slum, and would be so classified by any city planner. But, unlike most large cities, Jersey City with its peninsular location, has no outlying, high-class residential, suburban sections. Instead, it has only islands of respectability in the sea of slums. It has not many of the islands, because when a citizen prospers he is likely to move his family into another city and county—to a Maplewood or an East Orange. The civic leadership, therefore, that ought to develop to bring Jersey City the government it needs is always being drawn off to other places. Conditions of misrule that ought to be temporary harden into traditions that inefficiency and graft are inevitable.

Freedom is likely to remain in Jersey City for some years, either under Kenny or, if he returns to power, under Hague. But the long-time prognosis is only fair; a period of battling and confusion is indicated, followed by the rise of another strong man. Then once again will the position of the Statue of Liberty be symbolic.

Health Consolidation Works

With aid of federal-state cooperation Topeka-Shawnee County department improves its services and personnel.

By DOROTHY LUBER*

CAN autonomy in the administration of a local health unit be maintained where four levels of government—city, county, state and national—contribute to its budget? An administrative survey conducted over a two-year period in a consolidated city-county health unit, the Topeka-Shawnee County Health Department in Kansas, indicates that, for the most part, the local unit can continue to call the tune, even when it pays the piper only part of his fee.

Public health services countrywide are provided by 18,500 governmental units, which originated in the era of horse and buggy distances. These governmental structures, in that they afford the necessary legal machinery for levying of taxes and appropriation of funds, are convenient agencies for the administration of health departments. On the other hand, as Haven Emerson has noted in his reports on local health units, a minimum population of 50,000 should be contained within the area covered by a single health department if economy of administration is to be achieved.[1] That is why the United States Public Health Service encourages consolidation of health services among various units of government, especially between county and city.

Serious shortages of public health personnel during the war accelerated the movement for consolidation and the growth in numbers of this type of health organization continues. Many of the consolidated health departments receive federal funds, channelled through the state board of health. Each of the four contributing levels of government, therefore, is involved in the fiscal operation of the local health department. In some areas, the public, and more particularly the city and county officials, resist consolidation because they fear that restrictive regulation by state and federal agencies will follow.

In the 105 counties of Kansas there are only fourteen full-time health departments. With a population density half that of the United States as a whole, it would be impracticable for Kansas to maintain full-time health services in each of her counties and cities. Yet only 40 per cent of her population, as compared with an average of 67 per cent in the United States as a whole, enjoys the protection of public health facilities that approach minimum standards. As a solution to the problem of providing adequate protection without incurring prohibitive costs, five counties in Kansas during the 1940s established combined city-county health units. All of these

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[1]Haven Emerson, *Local Health Units for the Nation.* New York, The Commonwealth Fund, 1945.

are in areas where the density of population is well above the state average. In Shawnee County the population of over 100,000 includes about 80,000 urban residents.

Before consolidation of city and county health services, the Topeka Health Department was under the jurisdiction of the park commissioner, in the commission plan of government. The ordinance that created a joint health unit made the health board an advisory body, for the most part, with the park commissioner relegated to the position of board member. The power to make policy is vested in the city and county commissions, and administrative functions are assigned to the director of the health unit. The health board, composed of doctors from the city and county, laymen resident there, the county director of welfare and the city park commissioner, has power to recommend to the city commission a health director whose qualifications meet the standards set by the Kansas Joint Merit Council. The Public Health Nursing Association has been absorbed into the unit, the local Tuberculosis Association contributes funds and, during the first several years of consolidation, the board of education voted an annual appropriation to the department. Later, however, the schools withdrew from the program.

A medical care program was established for the medically indigent by the county medical and dental societies in cooperation with the county welfare board with the understanding that physical facilities and some personnel and services should be provided by the new health unit. Specifically, the health unit provides the medical care clinics with office space and equipment, clerical assistance, nurses, a bacteriologist and laboratory services. In numbers of employees the health unit has increased since consolidation from twenty to 45 full-time and six part-time workers.

Some Problems Faced

Limitations on the administrative authority of the director come from several sources, although these restrictions are not significant. The structure of the health unit is established by city ordinance, and the director must wait upon changes in the ordinances to achieve reorganization of divisions within the department. Some employees are paid from city, some from county and others from state funds. Only those on the city payroll participate in a retirement program, which the other two levels of government lack. It is not easy for the director to decide on what basis employees shall be assigned to the city payroll, because most of them want the advantages of a retirement program.

Some of the problems of fiscal administration result from the earmarking of funds allocated to the local department by the federal government through the state board, from the uncertainty about the amount of money that will be forthcoming from federal-state sources and from the inconvenient fact that three levels of government operate on different fiscal calendars. Budget planning is complicated by the lack

of a central local health fund. The federal contributions are drawn from eleven earmarked categories, the state from 21 tax funds and seven license fee funds, and the city and county from separate appropriations made by city and county commissioners. There is also apparent a reluctance on the part of city and county to provide the funds necessary to maintain health services at their present level in the face of reduction of federal-state contributions. A loss of $9,000 in a budget of $105,000 resulted from the withdrawal of schools, except parochial, from the public health program, following a conflict between school authorities and the health director over the philosophy of a school health program.

Relations among the four contributing governments have created some problems for the director which are more annoying than serious. Some county officials feel that the city is absorbing a county activity rather than sharing it. A larger portion of the budget is contributed by the city than by the county, as the former requires more health services. But the county enjoys more and better health services than it did before consolidation, although some county officials are reluctant to recognize improvements. The division for local health administration of the state board acts in an advisory capacity and does not restrict the authority of the director, but occasionally consultants are provided for the local department by the state board without adequate opportunity for pre-program planning. Aside from federal requirements affecting the selection of personnel, the federal agencies have not acted to limit the powers of the local health unit. Allocation of federal-state funds for specific purposes can affect the nature of local health activities, of course, although the health department may or may not participate in the various programs, at the discretion of the director.

Many Accomplishments

In spite of administrative wrinkles that are only gradually being ironed out, the local health unit has an impressive list of achievements for the nine-year period since consolidation. An effective nursing program has been developed to provide maternal, infant and child health conferences and bedside care, with a staff of twenty nurses, one of whom acts as director, two as supervisors. An in-service training program is flourishing, and participation of staff members in regularly scheduled conferences is encouraged. Recognition of the good work of the division is evidenced by its selection as a cadet and graduate field training center for participating universities. The quality of personnel is generally superior: seven nurses have B.S. degrees in public health nursing, six have had special college training in this field, and the remainder are graduate nurses with previous experience in public health work. Case histories on patients are carefully maintained and excellent follow-up work is done with the aid of a medical social investigator and a psychiatric social worker, who are

associated with the medical care and public health clinics.

The success of the department in working out a medical care program with the local medical society has resulted in greater service to the community than could have been made available under public health auspices alone. In addition, the department provides six public health clinics. Under the administration of the local health unit, the United States Public Health Service is conducting a census and morbidity study, a fly control project and a field training center for sanitarians from the midwest.

Many of the improvements in the quality of services offered the public grow out of improved personnel policies. All employees must meet qualifications set by the Joint Merit Council and members of the department may obtain additional graduate training upon the request and approval of local and state directors. Employees are encouraged to join their professional organizations and to attend workshops, public health institutes and conferences.

Diverse Activities Centralized

The cooperation of various community agencies has been obtained, resulting in centralization of diverse public health activities under one administrator, with elimination of duplication of activities and a saving in administrative costs. After consolidation of city and county health services was achieved, there followed a period during which standards that met the requirements of federal and state agencies were established. Increased appropriations were made available by federal and state agencies while the local governments also increased their expenditures for health services. As a result of these changes, the importance of public health work has received wider recognition in the local area.

Improvements in the quality and quantity of health services will be reflected in statistics on child and maternal death rates, morbidity rates, and in the acceptance of regulations of the sanitation division by the community. The consolidated unit has not provided a panacea for all the problems besetting the local health administration. It will be necessary to obtain the cooperation of school authorities if the program is to provide truly effective service for the whole community; the city and county may have to compromise on some of their differences; and increasing local financial support must be gained if facilities are to be maintained at their present level because a portion of federal-state contributions will be diverted to the development of additional consolidated units.

The Topeka-Shawnee County Health Department derives special significance from the fact that its continued existence over a period of nine years, with significant improvements in services and quality of personnel, suggests that four levels of government can cooperate successfully in carrying out a local government function. If local administration is effective, local autonomy may be maintained and developed, even when substantial support is accepted from other levels of government.

Problems of Public Officials

Sessions of National Conference on Government discuss municipal public relations and citizen official's job.

THE reports below cover two of the fourteen concurrent morning sessions held by the National Municipal League's National Conference on Government at Buffalo, November 20-22, 1950. The story on the citizen official's job was prepared by Professor Arthur W. Bromage of the University of Michigan, a member of the city council of Ann Arbor, who presided at that session. Harold S. Rand, public relations officer for Rochester, New York, and former president of the American Municipal Public Relations Officers, presided at the session on municipal public relations and made the report given here.

Citizen Official's Job

By Arthur W. Bromage

AT THE 1950 National Conference on Government the National Municipal League experimented with a panel discussion on the responsibilities and techniques of citizen officials. The participants included: Stuart A. MacCorkle, city councilman, Austin, Texas; William Bailey, mayor, Battle Creek, Michigan; Peter J. Crotty, president, Buffalo Common Council; Paul A. Volcker, former city manager, Teaneck, New Jersey; John H. Cooke, chairman, Erie County Board of Supervisors; Charles Schohl, village trustee, Orchard Park, New York; Wallace H. Miller, president, Buffalo Board of Education; A. B. Holmstrom, mayor, Worcester, Massachusetts; and Anthony J. Keller, city councilman, Niagara Falls, New York. Arthur W. Bromage city councilman of Ann Arbor, Michigan, served as chairman of the panel.

In the past too little attention has been paid to the methods and responsibilities of those who serve as representatives on local governing bodies. How do their techniques vary from school board to city council to county board? What is the "actual" effect of mayor-council, commission and council-manager government on the elected public servant?

The answers provided by this panel of "experts" were so rich and varied that any precise summary is certainly beyond the capacity of this writer. Some of the participants may very well disagree and may even wish to write rebuttals which will be gladly entertained. However, with these apologies and reservations, here goes!

First, an amazing similarity exists in the techniques and problems of the elected representatives in all units—cities, villages, counties and school districts. All must deal with the public, with budgets, with employee demands, with that much publicized character, the citizen and taxpayer.

All the participants could cite book, chapter and verse on how to handle the public. Their skill in this fundamental operation came not from books but from the day-to-day problem of dealing with belligerent and/or active and reasonable citizens. Councilman MacCorkle coined the most picturesque phrase for this process when he said that the elected representative has "to feel the flesh of the people."

All gave evidence of that subtle rôle of the "politician": we are here to do the will of the voters, not solely to put over our own ideas in local administration. Trustee Schohl indicated that, at the village level, a walk

down Main Street inevitably produced a lot of lore about citizen reaction. School Board President Miller got the same lore from parent-teacher meetings. In the large city and county operation, press, radio, the telephone and the U. S. mail kept the elected representative informed of public reactions.

Form of Government Important

Second, some contrasts developed between the rôles of the elected representatives in the no-executive or weak-executive types of government on the one hand and in the strong executive systems on the other hand. Mayor Holmstrom applauded the council-manager system because he could devote his time primarily to the policy problems of Worcester. He indicated that individual citizens rarely consumed his time with details such as traffic tickets and minor complaints. In the large county board with no executive and independently elected officers Chairman Cooke conceded that things had to be done by committees, and that committee decisions were usually ratified by the board. In case of conflicts over committee reports, the partisan majority could command enough votes to win. He stressed the significant position of the controller in Erie County operations.

President Miller of the Buffalo Board of Education outlined the importance of having a good executive as superintendent and indicated that much of the battle in school administration is won or lost by the choice of a superintendent. Under the commission form of municipal government, Mayor Bailey of Battle Creek emphasized the value of employing outside consultants to audit administrative operations and point the way to economy and efficiency in administration. He demonstrated that such a survey had paid for itself in actual cash by improved techniques. In general, it seemed obvious to this observer that in weak or no-executive types of government, elected representative officials must necessarily give more time to the broad and the detailed aspects of management.

Third, conflicts developed among the panel members on the significance of "forms" of government in relation to "personalities" in government. President Crotty of the Buffalo common council was perhaps most pronounced in arguing that the people can make any form of government work, provided they get good men in office. Mayor Bailey seconded his motion. Councilman MacCorkle countered with the thought that form as such is not so important in the small city or village. However, in the large unit, he presented the case for a form with clear lines of responsibility leading upward from administrators to chief executive to council. He pointed out that the council-manager plan did not eliminate but tempered and refined councilman-citizen relations. Councilman Keller declared that Niagara Falls had gone through many years of making the manager clear too many details through council; now a majority in council were determined to allow the manager to manage.

In conclusion, this panel discussion seemed, to the chairman, to be an extremely worthwhile experiment. The audience appeared to enjoy the show, and the participants let some of their remaining hair down. If we are going to make democracy work more effectively, we must probe more deeply into the responsibilities and techniques of city councilmen, county and school board members, and village trustees under all forms and structures. The elected public servant is the key to much that goes on under any system. It is to be hoped that the National Municipal League will put this show

on the road again at an ensuing National Conference on government, with new performers in the same old acts of representative democracy.

Municipal Public Relations

By Harold S. Rand

THE panel discussion on municipal public relations, sponsored by the Association of Municipal Public Relations Officers at the 1950 National Municipal League Conference on Government in Buffalo, New York, was well attended. Representatives from Chicago, Boston, Richmond, Cincinnati, Buffalo, Rochester, Schenectady, Toronto, as well as Germany, were in attendance.

The panel included Irving G. McNayr, county manager of Montgomery County, Maryland; Irving Beck, assistant to the city manager of Schenectady; J. R. Watson, executive secretary of the National Civil Service League; H. J. McFarland, New York State Department of Civil Service; Harold S. Buttenheim, editor of *The American City*. Harold S. Rand, public relations officer of Rochester, New York, was chairman.

Paul D. Vergakes of the new Boston Committee undertook the task of assisting secretary for the panel. It was a job for which all participants are grateful to him.

The discussion centered largely upon the mechanics of keeping citizens informed about their local government. It was evident that there were many avenues available to the municipalities for this purpose. In Montgomery County the civic, political and farm groups, as well as local social and church organizations, take an active part in the administration of the county government. Mr. McNayr has an in-service training program for his employees. This latter point was picked up by both Mr. Watson and Mr. McNayr, who developed the theme that a well informed, trained and satisfied employee is the very basis of a good public relations program.

Both Mr. Buttenheim and Mr. Rand stressed the point that business and industrial groups in a community should be used to assist a city public relations program. Mr. Buttenheim suggested that business and industries have technical personnel which might be available to municipalities on a civic basis to assist city hall in its efforts to inform the public. Mr. Rand pointed out that industries in Rochester, both through employee publications and by employee participation in civic affairs at all levels, work closely with the city government. He also pointed out that it was the interest shown and the active promotion by business and industry that has enabled Rochester's government to assist many necessary and desirable civic programs which city hall itself could not get across.

The panel discussed the problem of instituting a public relations program in cities where no definite program exists. It was pointed out that initiative and direction must come from top level administration officers. The public relations or public information officers must work with the city manager or mayor and council so that the program has uniformity. It was noted that such organizations as the American Municipal Public Relations Officials, the National Municipal League, *American City*, as well as most communities which now have public relations programs, are good and willing sources of material on how to establish proper municipal public relations programs.

Following Mr. McNayr's lead, the panel discussed the roll of the civic organization in public relations. It was felt that citizen groups are the

(Continued on page 178)

News in Review

Suburban Population Rises 35% in Decade

General Urban Growth Shows Accelerated Rate

NEARLY half the gain in population in continental United States in the decade from 1940 to 1950, according to census results, was in the suburbs of the 168 "standard metropolitan areas" as delineated in connection with the census of April 1, 1950. These areas contain about 55 per cent of the country's population. The preliminary census figures show that out of a total increase of slightly more than 19,000,000 the 168 metropolitan areas gained nearly 15,000,000, the central cities in the areas showing an increase of 5,700,000 and the outlying or suburban portions 9,000,000. Thus the suburban increase was nearly half the national increase of 19,000,000.

The ten-year suburban increase, percentagewise, was 35 per cent; the gain in the central cities, 13 per cent; the gain in the 168 metropolitan areas as a whole, 21 per cent; and the over-all national gain 14.5 per cent. In 1940 as compared to 1930 the suburbs of 140 metropolitan areas gained 17 per cent while the central cities gained 6 per cent.

A standard metropolitan area consists in general of a central city of at least 50,000 people, together with the remainder of the county and in some cases one or more adjacent counties (or, in New England, towns) provided certain criteria of population and social and economic integration with the center are met.

In the twelve largest metropolitan areas the suburbs increased 32 per cent while the central cities gained less than 9 per cent.

As a group the 136 metropolitan areas of from 100,000 to 1,000,000 inhabitants had a greater rate of growth than the larger or smaller areas. The group of fourteen largest areas increased 18.2 per cent, the middle group 24.7 per cent and the group of smaller populations 22.5 per cent.

From a general geographic standpoint the heaviest trends of population have been toward the coastlines and the Great Lakes, according to Roy V. Peel, director of the census. The greatest percentage increase was in the west. Relatively, the Mississippi-Missouri basin and New England have continued to lag in rate of growth.

The Census Bureau also has set up 443 "state economic areas," each consisting of one or more counties with relatively homogeneous agricultural, industrial, social and demographic characteristics that differentiate them from adjoining counties in the same state. More than three-fourths of these areas had population increases from 1940 to 1950; 120 had gains of 20 per cent or more and 220 had gains of 10 per cent or more. The areas showing heavy growth were largely concentrated in the west and south. In the west about 60 per cent of the 59 state economic areas had gains of 20 per cent or more, including all but one of the seventeen such areas in California, the state of largest population increase, both in number and percentage. In the south nearly 30 per cent of the 181 state economic areas showed gains of 20 per cent or more. Two areas—one in Maryland, the other in Virginia—adjacent to Washington, D. C., more than doubled their population.

Council-Manager Plan Developments

The board of supervisors of **Marple Township, Pennsylvania,** unanimously adopted a plan for a township manager at a special meeting late in January, attended by more than a hundred township residents who expressed overwhelming approval. Marple is the first second-class township to adopt the plan since the state legislature extended manager enabling legislation to second-class townships in 1949. Formerly only boroughs and first-class townships could adopt the manager plan.

A charter committee in **Barre, Vermont,** has been working on a council-manager charter.

The towns of **Howland** and **Enfield, Maine,** are considering consolidation under a town manager plan of government. It is expected that special legislation to provide the consolidation will be introduced into the current legislature.

The **Massachusetts** legislature has rejected a proposal to restore to Plan E charters the provision that elected officials cannot become city managers until two years after the expiration of the term to which they were elected.

The Committee on Town Manager Form of Government for **Dedham, Massachusetts,** has issued its report. It is appearing serially in the Dedham *Transcript*.

At a public meeting in the **Arlington (Massachusetts)** town hall on January 10, the town manager charter committee, appointed by a special town meeting last fall, presented a report for discussion. Under the proposed plan the board of selectmen would appoint the manager, accountant, board of appeals, election officers and registrars of voters. The manager would be a non-resident, when appointed, experienced in the work with a term of three years. Objection was raised at the meeting to the proposed number of elected officials; besides the selectmen these would include the moderator, town clerk, treasurer and collector, three assessors, the school board and veterans' housing board.

The charter revision commission of **Warwick, Rhode Island,** is preparing two types of charter—strong-mayor and council-manager.

In the borough of **Maywood, New Jersey,** the Taxpayers League circulated petitions in January calling for a referendum on the question of adopting the council-manager plan, obtaining 840 signatures—767 was the minimum requirement. On advice of the newly appointed borough attorney the clerk not only declared that 197 signatures were disqualified but refused to return the petition to the league or to permit any amendment or additional signatures. The league announced that on advice of counsel it was convinced the borough attorney was in error but that, rather than invite the delays of litigation, it was proceeding to circulate a new petition. A total of 958 carefully checked signatures was obtained.

The manager idea is receiving attention in the borough of **Emporium, Pennsylvania.**

The city council of **Albemarle, North Carolina,** unanimously adopted a resolution on January 23 calling upon the (Stanly) county representatives in the legislature to introduce a bill authorizing a referendum on adopting the council-manager plan. It is favored by the Albemarle *News and Press*.

A committee in **Delaware, Ohio,** has been preparing a manager charter for that city.

Interest in the council-manager plan is again being shown in **Steubenville, Ohio.**

The **Tennessee** Municipal League is

working for enactment of a revised council-manager enabling act by the present legislature.

The charter commission of **Farmington, Michigan,** has prepared a council-manager charter. A vote is scheduled for April 2.

In **St. Charles, Missouri,** the Junior Chamber of Commerce has been circulating petitions to obtain a vote on council-manager government at the city election in April. The movement also has the support of the St. Charles Labor Council and Mayor Homer Clevenger, who retires from office this year.

The city council of **Jefferson City, Missouri,** rejected, six to three, a proposal for a popular vote on the question of changing to the council-manager plan. One councilman stated that several members of the council of Columbia, Missouri, to whom he had talked, expressed disappointment in the manager plan there. The mayor of Columbia replied that a check of his council showed no basis for such a statement.

The U. S. Atomic Energy Commission has drafted a proposed council-manager charter for **Richland, Washington.**

A council-manager charter for **Arcadia, California,** has been drafted by a special citizens committee.

Philadelphia's New Charter to Be Submitted to Vote

April 17 has been set as the date for a referendum on the first home rule charter for Philadelphia. The charter commission's final draft was made public February 14.

The final draft generally follows the preliminary outline set forth in the REVIEW for October 1950, page 455. The departmental arrangement is somewhat different. The following fifteen departments are provided: Police, fire, water, public health, streets, recreation, public welfare, public property, licenses and inspections, collections, audit, procurement, records, commerce and law.

The earlier proposal of ten councilmen elected from districts and seven elected at large is retained, but in voting for the latter group the voter will cast his ballot for five instead of four. This "limited vote" will insure the election of at least two minority representatives.

The provision for a managing director under the mayor, to supervise the service departments, is retained. The Philadelphia *Inquirer* expresses doubt, editorially, that a "strong" mayor, such as the charter contemplates, will allow his managing director much actual power.

Three separate questions are to be voted on at the April 17 election. The first is on the charter in general; the second is on the council proposal; the third on appointment, rather than election as at present, of the receiver of taxes (called revenue commissioner in the new charter)—this appointment to be by the director of finance with the approval of the mayor.

New Orleans Committee Selects Governmental Experts

The charter committee for the city of New Orleans[1] has employed as its director Val C. Mogensen, who has been the executive director of the New Orleans Bureau of Governmental Research since 1949. He has been given a fourteen-months leave of absence from the bureau. He is a native of New Orleans and a graduate of Tulane University there.

The committee also engaged as general consultant Lennox L. Moak, director of the Philadelphia Bureau of Municipal Research and formerly

[1]See the REVIEW, February 1951, page 97.

director of the New Orleans bureau. He will visit New Orleans at intervals.

A research staff is being recruited and it is expected that special consultants will be called in from time to time.

The committee must submit its final draft of a new charter to the New Orleans commission council not later than April 1, 1952, and the latter must pass upon the charter by May 30, 1952. The deadline for filing any other charter is July 31, 1952. Thus, in case the commission council rejects or drastically amends the committee's charter, independent citizens or groups have 60 days to secure the requisite 10,000 signatures of qualified voters on a petition to place the committee's or any other charter on the ballot for November.

Public Relations Board Created in Ashland, Kentucky

The city council of Ashland, Kentucky, has voted to create a city advisory commission to work with the city commission for the purpose of improving public relations. The new board is to consist of 35 to 40 members selected by the city commission as representative of various business, professional and civic organizations.

International Congress of Local Authorities

The 1951 Congress of the International Union of Local Authorities will be held in Brighton, England, June 25-30. Chief subjects will be "Local Authorities and Education" and "Water Supply and Sewerage."

Each member organization is preparing reports for its country on these subjects to be presented at the Brighton meeting. The American report on education has been prepared by Alonzo G. Grace, former chairman of the Department of Education at the University of Chicago and recently appointed head of New York University's Division of Advanced Study. Donald F. Herrick, executive director of the American Public Works Association, is drafting the American report on water supply.

Anyone planning to attend the congress may obtain additional information from N. Arkema, general secretary, International Union of Local Authorities, 5 Paleisstraat, The Hague, Netherlands.

Maryland Legislature Prohibits Convention

The House of Delegates of the Maryland legislature, by a vote of 64 to 56 on February 7, denied the people of Maryland their right to a constitutional convention that had been called for by a popular vote of 200,439 to 56,998 last November.

The Baltimore *Sun* of February 8, pointing out that in addition to the popular vote both political parties had pledged themselves to support the calling of a convention, said of the action in the legislature:

"What the vote expressed, only too clearly, was the firm intention of the dominant group in the legislature—that representing the small counties—not to take the slightest risk that their dominance might be upset. In vain has it been pointed out that a more equitable scheme of representation would not transfer dominance from the smaller counties to the heavily populated areas of the state but would only go part way toward the present grievously unbalanced state of affairs. That argument made no impression whatever. The representatives of the small counties, which formed an impregnable coalition to beat this bill, are simply not going to take the slightest chance that their present power in the legislature might be disturbed."

New Constitution Urged for South Carolina

Governor James F. Byrnes of South Carolina is reported to favor a new state constitution as a primary objective of his administration. The present constitution dates from 1895 and has been amended many times; it is said to contain much obsolete material. Governor Byrnes has indicated a desire that a constitutional convention be called to draft a new state charter. An alternative would be to amend the present constitution so as to permit submitting a proposed new constitution to popular vote.

The 1948 legislature set up a commission to make a tentative draft of a new constitution which reported last spring.

Constitutional Convention Proposed for Pennsylvania

An administration bill for calling a constitutional convention in Pennsylvania was introduced in the legislature early in February. Delegates would be elected this fall, to meet in January 1952.

Constitutional Amendments Proposed in Nebraska

The Nebraska Legislative Council recommends several amendments to the state constitution and also that a popular vote be had in 1952 on the question of calling a constitutional convention, according to *State Government*. If the 1951 legislature approves the proposed amendments they would be put to popular vote. They would: place the University of Nebraska and the four state teachers' colleges under a single board of higher education; abolish the office of state superintendent of public instruction as now constituted and create a department of public instruction under a board to be appointed by the governor, the board to choose the state superintendent; eliminate the present provision that prevents a state treasurer from being elected for more than two consecutive terms; and remove the constitutional limit of five mills on county tax levies.

Unicameral Legislature Urged for Oregon

A proposal for a legislature of one house of 40 members has been introduced in the Oregon Senate by Senator Richard L. Neuberger, as Senate Joint Resolution No. 1. Half the members would be elected every two years for four-year terms. Districts would be as nearly equal in population as practicable.

New York Expects Special Session on Apportionment

Upon its becoming practically certain that sufficiently detailed official census data would not be available in time to make a new congressional apportionment in New York State prior to the expected adjournment of the legislature late in March, a special session appears likely in August or September. New York's delegation to the House of Representatives will drop from 45 to 43 and, unless a reapportionment is made, the entire 43 must be elected at large in 1952.

Apportionment of the State Senate on the basis of the 1950 census will probably not be undertaken by the legislature until 1952. It seems quite possible that the present membership of 56 will be increased to 58, with an additional seat going to Queens County (part of New York City) and one to Nassau County, adjacent thereto on Long Island. Senate districts are supposed to be based on citizen population while congressional apportionment is on the basis of citizens and aliens together.

The 150 State Assembly districts

are to be set up within the new Senate districts by the county boards of supervisors except in the five counties of New York City, where the city council has the responsibility. This body, since proportional representation was discarded, consists of 24 Democrats and one Republican, thus placing a great strain upon it if gerrymandering in the five counties of the city, comprising half or more of the state's citizens, is to be prevented.

Despite an earnest effort throughout the nation to give more nearly equal representation to urban residents as compared to country dwellers, a movement away from this idea has appeared within New York's Joint Legislative Committee on Reapportionment. F. Morse Hubbard, its research counsel, has prepared a 105-page printed report, presenting a suggested constitutional amendment that would—especially in the Assembly—give additional advantage to the smaller counties and would make equality of population of districts secondary to such controversial criteria as "the convenience of the inhabitants and the effectiveness with which they can be represented by one senator (or assemblyman)."

In-Service Schooling for Massachusetts Legislators

New members of the lower house of the Massachusetts legislature have been attending school after they finish their legislative duties for the day. The classes are intended to give a working knowledge of legislative procedure and of how to make effective use of the rules of the house. Such classes have been conducted for the last fifteen or sixteen years. This year the legislators attending a majority of the class sessions will receive university extension certificates.

Classes are held for one to two hours every Monday, Tuesday and Wednesday afternoon during the first eight or ten weeks of the session. At the first class this year, 52 of the 58 eligible legislators attended.

Health Departments Study Sanitation Administration

More than 40 full-time health departments, from Connecticut to California, serving more than five and a half million people, are engaged in a cooperative study with the American Public Health Association of sanitation administration, conducted by the engineering section of that organization. The announced purpose is to increase the efficiency of sanitation personnel and of sanitation services in local health departments.

Included in the study are measurements of the work load in each participating community, measurements of the time devoted to each program and a study of the qualifications needed by sanitation personnel.

The health departments are divided into three groups: city, country and suburban. Only health departments in which the health officer and the sanitary engineer or chief sanitarian have both been with the department more than a year are included. The average length of duty both for the health officer and the engineer or sanitarian is about six years.

Headquarters for the project are at Bethesda, Maryland.

First State Adopts Federal Social Security

Oklahoma is the first state to cover state and local employees under the old age and survivors' insurance program of the Federal Social Security Act, according to the American Municipal Association. The State Department of Public Welfare has been designated the state's agent under an agreement signed with the federal

government on December 14, 1950, and by authority of a 1949 statute. Covered by the agreement are the employees of 135 cities and towns, 70 counties, 16 county hospitals and all state employees not specifically excluded.

Public Control Sought for Roadside Development

In various states the problem of unrestricted roadside development, particularly as to cross-country highways, is receiving special attention, according to the American Society of Planning Officials. Commercial exploitation, causing undue interference with traffic and safety as well as difficulties in protecting roadside scenery from billboards and other defacement, is leading to increased public regulation.

The most successful method of controlling roadside development has been through passage of legislation permitting construction of limited-access roads, the society states. Motorists can drive onto these highways only at designated places and not from gas stations, stores, homes, farms and rural roads. However, this method of control is feasible only in the case of new or lately constructed facilities and is best suited to high volume throughways. Thirty-two states have adopted legislation creating limited-access facilities, but in at least one—Washington—the courts have taken an adverse view.

A less drastic measure to regulate roadside use is a requirement that a permit be obtained from the state highway department before establishment of any access point on a state highway.

Rural roadside zoning regulates the use to which lands immediately adjacent to the roadway may be put. Counties in California, Georgia, Washington and Connecticut have utilized this method but the zoning procedure has not always worked well because of the lack of uniformity in zoning regulations.

One of the newer means for controlling roadside development is right-of-way reservation. Under this scheme the state highway department acquires the rights of development of a strip of land on either side of the roadway large enough to preclude the possibility of commercial development. Owners of such abutting land retain all the privileges of ownership except the right to develop the land in a manner not consistent with the traffic needs of the roadway. It is claimed that an agency which has the right to take private property for highway development also has authority to reserve private property for the same purpose in accordance with a recorded plan. Ohio has used such a procedure in acquiring land for the proposed Cincinnati-Cleveland expressway.

As to billboards, *Better Roads* points out various methods in use, including county zoning and limited-access highways. At least nineteen states forbid the erection of signs within highway rights of way. Sign permits in a corresponding number of states furnish some control, but the National Roadside Council recommends stricter application, with annual permit fees, distance regulations for safety, and state zoning laws. The billboard industry seeks to substitute promised cooperation for proposed legal control, and some success is reported for cooperation in New Hampshire, limited results in New York and poor results in Pennsylvania.

County and Township . . . . *Edited by Elwyn A. Mauck*

Counties Seek Help from Legislatures

Ask New Taxes, Greater State Aid for Highways

COUNTIES and townships, along with states and municipalities, are seeking new tax revenues from the state legislatures now in session. The governor of Washington, in a message to the legislature, has suggested taxes on rentals on property other than residences, on hotel and tourist rooms, on real estate transfers, as well as severance taxes as possible sources of county revenue.

In Ohio the townships desire authority to levy a tax on amusements and California counties want authority to levy a one-cent sales tax, revenues from which would be shared with municipalities. Many other counties and townships are seeking expansion of their taxing powers or larger shares of state-collected taxes.

Over one-third of the Mississippi boards of county supervisors have signed petitions asking the governor to call a special session of the legislature to provide immediate financial aid to counties not now able to participate in the state-aid road program. The state-aid program was first established by a 1949 special session of the legislature.

The legislature is asked to appropriate $5,000,000 for counties to be used to match state grants and to pay county engineering fees and right-of-way costs. The counties also ask permission to borrow up to 50 per cent of the anticipated revenue from five years' state aid, the money to be used for immediate and emergency road-building programs.

A bill before the Washington state legislature would permit counties to form local road improvement districts similar to those in cities. The proposal meets the recommendations of the legislature's interim committee on highways, streets and bridges, which for the last two years has been studying road problems, and is sponsored by the Association of County Commissioners and the Seattle Municipal League. It has the support of the Good Roads Association, the Automobile Club of Washington and numerous civic groups.

The legislative program of the North Carolina State Association of County Commissioners, prepared for submission to the 1951 General Assembly, includes four-year, staggered terms for county commissioners and a constitutional amendment prohibiting local legislation.

Ask End of Taxing Cities for Unincorporated Area Service

Legislation has been introduced in both the Senate and Assembly in California to put an end to taxing city property owners for municipal services to urban unincorporated areas, according to the League of California Cities. The identical bills provide:

1. After March 1, 1953, county boards of supervisors may provide any municipal-type service to an urban unincorporated area only if costs of such services are paid by the area served. Postponement of the effective date until 1953 will enable the counties and the affected areas to take steps necessary to adjust to the new situation.

2. "Urban unincorporated area" is defined as unincorporated county territory of a minimum of one square

mile, with a minimum population density of 300 persons per square mile, and subdivided into parcels of not more than five acres each with improvements on not less than one-third of the parcels.

3. "Municipal-type services" are defined as meaning those services provided by the county in such areas in the same manner and to the same general extent as provided by cities, particularly police protection, structural fire protection, recreation and parks, sewage, street construction and maintenance at a standard higher than similar work on rural farm roads, and other services not performed on a county-wide basis but customarily provided by special districts and cities.

4. The county or the legislative body of any city within the county may, or upon petition of 25 or more affected taxpayers shall, initiate a proceeding in the superior court to determine, define and establish the boundaries of all urban unincorporated areas within each county.

New York County Law Commission Reports

The New York Temporary State Commission to Study, Codify, Revise and Make Uniform, so Far as Practicable, Existing Laws Relating to Counties, appointed under chapter 407, Laws of 1944, has released its sixth report. After a historical introduction of the development of county government, the report explains the commission's recommendations regarding transfer of provisions within the state laws as well as the major features of the new law it proposes. This codification constitutes the first revision since the general revision of county law in 1909, which also was a matter of improving the form with very few changes in substance.

More Honors for Montgomery County

Montgomery County, Maryland, has been picked by the Minneapolis *Tribune* as one of eleven outstanding American communities for 1950. Aided by a "jury,"[1] this newspaper has for the past two years selected a "team" of All-American communities based on outstanding achievements in providing good government.

The selection of Montgomery County stemmed from its successful council-manager form of government which was established in 1948 after a ten-year struggle by many civic groups, including the League of Women Voters, to install a home rule charter. Under this new form of government, Montgomery County has embarked upon a program of development which thus far has resulted in a five-year building program, raising of teachers' salaries, establishment of citizens' advisory committees to many of the county's departments, and the provision of large amounts of off-street parking. Other features are a large school building program, new roads and the extension of planning and zoning.

This high award is the second to be bestowed on Montgomery County. Last year it received the 1949 Achievement Award from the Municipal Finance Officers Association for outstanding improvements in the field of fiscal management, organization and public and financial reporting.

New York Towns Hold Meeting

The New York State Association of Towns held its 1951 annual meeting February 6 to 8 in Buffalo. In addition to general sessions, special sessions were held by supervisors,

[1] See the REVIEW, February 1951, page 123.

justices of the peace, town clerks, superintendents, assessors, welfare officers, attorneys, fire officers, tax collectors, planning and zoning officers, historians and police officers.

University Conducts Novel County Government Course

Southern Methodist University has established a novel course in county government open to advanced students, county employees and interested citizens. It meets weekly in the Dallas County Courthouse and is addressed by faculty members, civic leaders and various county officers. After two introductory lectures, the topics include general administration, the judiciary, finances, law enforcement, health, welfare, education, planning and zoning, politics and elections, personnel and home rule. The course is under the general supervision of Professor J. M. Claunch.

Kansas Conducts Second County Clerks' School

On February 8 and 9, the University of Kansas conducted its second annual school for county clerks. Topics discussed included assessment of property, budgeting and finance, records administration and public relations.

Mergers Reduce Wisconsin's School Districts

School district reorganization in Wisconsin is continuing to whittle down the number of small rural school districts unable to support a good educational program, the Municipal Finance Officers Association reports. The number of common school districts in the state was reduced to approximately 5,200 from 6,376 in the school year 1944-45. As a result, thousands of rural youngsters are receiving an education comparable to that of their city cousins for the first time.

Most recent efforts of Wisconsin officials to reorganize their school districts resulted from action by the 1947 state legislature establishing county school committees to draft plans for reorganization. Most of the reorganizations have developed from studies of the committees which indicated school districts could operate more economically and simultaneously provide a better education for Wisconsin children.

Since January 1, 1948, common school districts have been reorganized in 17 per cent of the state's land area. These reorganizations have replaced 438 old school districts in 29 counties with 57 larger integrated districts affecting more than 31,000 children. The number of one-room schools in the state has been reduced from over 4,400 three years ago to about 3,600.

Generally, integration of districts has not raised the total school costs, despite the addition of services and equipment. Costs have been reduced substantially in some districts through operational savings. Also important is the fact that, under the present law, special incentive aids are given by the state to integrated districts.

Kentucky County Requires Off-Street Parking

In an attempt to facilitate the flow of traffic, Jefferson County, Kentucky, has adopted off-street parking requirements for new buildings erected outside the limits of Louisville. Manufacturing and storage plants are excluded from the initial order but it is planned to include them at a future date. Every one-, two- and multi-family dwelling built hereafter must provide one parking space on the premises for each dwelling unit. Curb parking cannot be counted. Louisville

made similar provisions last year concerning all new apartments, schools, churches, retail stores, hospitals and other types of buildings.

Officials Study Highway Relations

The National Association of County Officials is participating in a project designed to improve intergovernmental relations in highway administration. Improved machinery is expected to give effect to the requirements of the federal aid highway act for cooperation between state and local governments. Other groups participating in the project are the Federal Bureau of Public Roads, Council of State Governments, American Municipal Association and Automotive Safety Foundation.

The first step will be to develop a statement of policy acceptable to all the sponsoring groups, setting forth desirable means for cooperative effort. This will be followed by a pilot study in a typical state to determine the legislative and administrative changes required to put the approved policy into practice. From the county point of view, it is hoped that this study will contribute toward solving the problems of domination by state highway departments, of unnecessarily high standards and of neglect of rural roads.

CIVIL DEFENSE

(Continued from page 128)

sources is basic to our defense needs, the Federal Civil Defense Administration has shown itself to be well aware of those needs. For example, the mass shelter program has been deemed impractical at this time because its demands on critical manpower and materials make it inadvisable. Instead, emphasis has shifted to the survey and designation of safe shelter areas in existing buildings and the strengthening of other buildings to meet shelter needs.

There was a puzzling reference in the editorial to the fact that time and effort spent on civil defense would be at the expense of other interests and duties of the average citizen. Surely it must be apparent that, if our cities are destroyed, the inhabitants of those cities will not be able to maintain such interests. Other voluntary civic or welfare activities would cease to exist once the bombs began to fall.

The need for civil defense has been adequately demonstrated. In the last war no enemy possessed the planes or the weapons with which to attack our civilian population. Today we face an aggressor who has both—and the will to use them. There is no certain way to keep him from striking successfully at any city in the United States, according to the Department of Defense.

For the first time in 135 years our people at home and our armed forces abroad are in equal danger. A civil defense program to meet that danger can be conducted on a voluntary basis. Its details cannot be left to individual decision, however, because there must be some degree of standardization and uniformity in our home defense efforts. The Federal Civil Defense Administration is supplying those qualities in the fields of planning, public information and financial aid. Responsibility for the operational side of civil defense rests by acts of Congress with the states and cities.

EDITOR'S NOTE.—See also editorial, page 130, this issue.

Taxation and Finance • • • • *Edited by Wade S. Smith*

Training Assessors in Connecticut

Guidebook Widely Endorsed by Officials, Boards of Review

AS WITH many other municipal activities, the accurate assessment of real and personal property demands of the assessor ingenuity, resourcefulness, energy and a large measure of courage. Though these qualities can't be learned from a book, a cooperative intergovernmental project in Connecticut has attempted to assist in this important area of public finance by providing a unique guide for valuation officers.

That it has been successful is attested by the fact that the state's nine hundred assessors and members of boards of tax review have wholeheartedly endorsed its results. In addition, officials from 29 other states and three Canadian provinces have expressed a direct interest.

For over ten years the assessors from the state's 169 towns and cities, each succeeding state tax commissioner and several official studies, including the Connecticut Tax Survey of 1948 and the report of the recent Commission on State Government Organization, have recommended that some sort of tangible assistance be furnished local assessors. All cited inequities, irregularities and inconsistencies, but no action was taken until the fall of 1949.

In an effort to achieve essential uniformity in property taxation, a special committee was set up composed of two members of the State Tax Department, appointed by the tax commissioner, and six active assessors, named by the Connecticut Association of Assessing Officers to represent rural and urban centers as well as various geographical areas. A full-time staff member, who was responsible for the coordination of committee efforts, and secretarial help were provided by the Institute of Public Service, University of Connecticut.

The committee issued a general policy statement saying that it was its aim to provide a guidebook for Connecticut assessors that could serve as the basis of: (1) a training guide; (2) a reference book on the latest and most advanced assessment practices; and (3) a suggested uniform standard of assessments. The idea of such a handbook had been aired at each of the six annual week-long schools for assessors conducted by the Institute of Public Service. Thus, its preparation was assured of enthusiastic support.

With the full-time staff member acting as a clearing house for ideas, drafts and suggestions, outlines and special studies began to arrive. Outside experts, federal agencies, the National Association of Assessing Officers, the tax departments of several states and other agencies of the state of Connecticut, such as the attorney general's office, were consulted. The initial draft of the guidebook was completed in six months. This was submitted to assessors attending the 1950 Assessors School and several sessions were devoted to its proposed use and final make-up.

Assessors attending the school were most analytical and they made many suggestions. Each proposal was followed up with great care and on the basis of these criticisms the study was revised, edited and finally printed. Assessors and boards of tax review

received copies just eleven months after the start of the project.

The *Handbook for Connecticut Assessors*, as it became known, covers every aspect of real and personal, urban and rural property. It discusses assessment administration and the administrative and legal review procedure. Its 150 pages contain many pictures, illustrations, tables and charts.

The book is divided into six sections. Each deals with specific problems involved in one phase of assessment administration. Subjects discussed include rural land and buildings, depreciation, personal property, urban land and buildings, exemptions and the assessment review process. The appendix contains some 30 valuation tables on everything from garages to chickens. A very complete index enables anyone to quickly refer to information he is seeking.

A month after publication the handbook had received wide acclaim from assessors, boards of tax review and the press. Taxpayer groups said they were sure the project would be of direct benefit, while the State Tax Department immediately set up some of its recommendations as required practice.

The *Handbook* describes the assessor as the anchor of the financial lifeline of each town or city. A look at its pages will show that the anchors are now more secure in Connecticut and a review of the process by which it came into being certainly points up a possible cooperative solution to a long list of joint state-local problems.

JOSEPH M. LOUGHLIN, *Director*
Institute of Public Service
University of Connecticut

Finance Officers Outline Emergency Policy

Local governments should make every effort to cut back expenditures in this period of conversion from a peacetime economy to a defense preparation status, says the Municipal Finance Officers Association. A statement by its executive board outlines a nine-point program on "recommended policies for public finance officers."

"The costs of operation, maintenance and public improvements may be expected to rise at the local level because the increased material and personal service requirements of the federal government and of industry will cause competition for material and services in a market of lessened supply," the association points out. "As a minimum program under such conditions, local and state governments should study their present operation with emphasis on seeking methods for retrenchment in expenditures to reduce costs and plan only the most essential services and capital improvements consistent with the safety, health and basic welfare of their inhabitants."

Anticipating that the federal government will finance part of its defense budget from higher as well as new types of individual and corporate taxes, the association recommends that local governments be prepared to seek revenue sources other than those they are now utilizing in order to close the gap between revenues and expenditures that may exist by reason of the changing policies of taxation at the federal level. The association suggested also that laws pertaining to assessment of property and collection of taxes be tightened.

Here are other key recommendations set forth by the association's executive board:

1. Present budget procedures should be surveyed realistically in the light of modern principles of budget administration. Performance type budgets—planning expenditures on the

sis of a definite work program—ould be adopted so far as practicable.

2. Borrowings should be at a mini-um and new debts should be created ly for essential projects which have en designed and for which construc-n will proceed.

3. Deficit financing should be avoid-. If it becomes apparent that reve-es will not be realized to cover propriations made for the year, en expenditures must be reduced or ditional sources of revenue must be und.

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overnors Propose ew and Increased Taxes

Because of inflated costs, many states e faced with the problem of raising ditional revenue in 1951 to maintain eir current level of services.

Proposals increasing tax rates or im-sing new taxes have been put forward more than half the 42 states where gislatures have already convened this ar, according to the Federation of ax Administrators. These measures ve been proposed chiefly by the gov-nors or by legislative tax study mmittees.

Major budget-expanding factor stressed nearly all governors is the problem providing adequate civil defense facil-es. Few of the budgets submitted to e legislatures thus far make provision r civil defense preparations on the ale envisaged by the federal govern-ent, however.

Here is the state-by-state breakdown tax and fiscal proposals before 1951 gislatures:

Arizona—The governor opposes new xes and favors use of federal income x returns in state income tax collec-ons.

Arkansas—To produce $18,500,000 for dded school, welfare and hospital needs, e governor has recommended doubling come tax rates, higher liquor taxes, increase in the cigarette levy from four to six cents per pack and a two cents per bottle soft drinks tax.

California—A balanced budget of one billion—$75,800,000 under last year—was presented to the state legislature by the governor. He pointed out that any substantial increase in the proposed budget would necessitate new taxes.

Colorado—The governor favors no tax increase except in an extreme emergency, but recommended revising the state income tax law to correspond with that of the federal government. A legislative bill would reduce state income tax exemptions from $750 to $600.

Connecticut—More than $42,800,000 in new revenue will be needed to finance the governor's record $241,800,000 budget for the next two years. He suggested that the state sales tax be increased one per cent and the state corporation tax by an equal rate.

Delaware—The governor opposed re-enactment of the modified gross income-payroll withholding tax passed in 1949. The net income tax automatically re-imposed on January 1 may yield $5,000,-000 less than the expired levy.

Georgia Seeks 75 Million

Georgia—A record $175,000,000 annual budget and $75,000,000 in new taxes to finance expanded functions were recommended to the Georgia legislature. A 3 per cent sales and use tax, revised income tax rates and repeal of the state property tax and "nuisance" licenses was proposed.

Idaho—The proposed state budget is $5,000,000 under that of the current biennium. The governor favored no new taxes but proposed review of the methods of taxing highway users.

Illinois—A gas tax raise from 3 to 5 cents per gallon and passage of a cigarette use tax has been proposed.

Indiana—Indiana's 1951-3 budget exceeds that of the current biennium by $17,000,000. The governor favors use of

available surplus to meet added costs, but said new taxes would be needed if the proposed budget were exceeded.

Iowa—The governor opposes tax boosts and proposes to use rising yields and surplus to finance a $4,700,000 budget increase.

Kansas—The governor indicated that the proposed budget of $61,100,000, about $11,000,000 under that for the current biennium, can be financed without raising taxes.

Maine—The governor proposed a sales tax to offset a $7,700,000 deficit in the proposed budget. He said a 2 per cent sales tax would also permit the repeal of the state property tax and the 20 per cent cigar tax.

Maryland—The governor opposes tax increases. A special commission has recommended a 2-mill ton-mile tax on state or out-of-state trucks weighing at least 25,000 pounds loaded, however.

Massachusetts—The governor reported that $48,800,000 in new revenues are needed to finance a $271,400,000 annual budget. His proposals included higher income, wine and highway user taxes, disallowance of federal income tax deductions, and a sales tax on motor vehicles.

Michigan—General fund revenues for fiscal 1952 have been estimated at $265,800,000, $29,000,000 under budgeted expenditures. The governor has proposed a corporate net income tax while legislative proposals include a sales tax on used cars and repeal of the sales tax exemption of materials used in industrial processing.

Minnesota—The governor's proposed budget is $28,200,000 above that of the current biennium. He proposed boosts in iron ore, occupation and beer taxes. However, an estimated $53,000,000 balance in the special income tax school fund will permit increased personal exemptions and dependency allowances.

Missouri—The governor reported his proposed budget, $12,600,000 above the current biennium, can be financed from existing taxes. However, he asked for a 2-cent increase in the gas tax for expanded highway operations.

Montana—The governor recommended a study of Montana's tax structure, measures to finance continued road construction other than taxes on private passenger vehicles, and repeal of the use tax on passenger vehicles.

Nebraska—The recommended state budget was $19,000,000 higher than that recommended in 1949 despite a sharp curtailment of state construction, and it appears that a higher property tax will be necessary to balance the budget.

Nevada—A tax on oil and gas production in the state on an ad valorem or a gross production basis was suggested by the governor.

New Hampshire—Salary raises and higher educational and hospital expenses are expected to produce budget-balancing problems. The governor has recommended a review of state fiscal policy to meet the indicated deficit.

Record Budget

New Jersey—A record budget of $180,600,000 was proposed by the New Jersey governor for fiscal 1952. He recommended no new taxes to meet the higher costs but proposed that they be met from estimated end-of-year surpluses and the expected higher yields from existing taxes.

New Mexico—The governor favors a gas tax cut from 7 to 6 cents per gallon.

New York—No new taxes are planned although the proposed budget hit a record high of $938,900,000.

North Carolina—The governor's biennial budget is balanced at $459,000,000. However, he asked an additional $38,000,000, for higher salaries and capital projects, to be obtained by eliminating sales tax exemptions with the exception of food and from a gross receipts tax on motion picture theatres.

North Dakota—Reenactment of the 2-cent sales tax was favored by the governor, but he opposed new taxes for general purposes. New revenues, however, may be needed for highways.

Ohio—Tax proposals before the Ohio legislature include: repeal of the stamp method used in sales tax collection; taxing sales between 15 and through 40 cents now exempt; raising pari-mutuel taxes and imposing a ton-mile tax.

Oklahoma—No new taxes are favored by the governor. His proposed budget of $139,000,000 is about $4,000,000 under the current biennium and deletes a current annual $6,600,000 general fund appropriation for highways.

Oregon—The governor favors disallowance of the federal income tax deduction, continuance of the state property levy, and financing of highway expansion by bond issues. The proposed budget is $42,400,000 above 1949-51. A legislative interim committee has proposed a cigarette tax for veterans' bonus purposes.

Pennsylvania—The governor has indicated that new tax measures will be necessary to balance the budget because of higher school costs, civil defense needs and debt service requirements for soldiers' bonus and capital projects bonds.

Rhode Island—The governor's fiscal advisory council has reported that without any expansion of state services, outgo will exceed income in fiscal 1952 by at least $5,000,000. The council said that budgetary problems would have to be resolved in the near future.

South Carolina—The governor recommended expanded educational appropriations and suggested the adoption of a sales tax to finance such a program.

South Dakota—The governor recommended a gas tax boost from four to five cents per gallon and the continuance of the veterans' bonus taxes enacted in 1949 only until bonus obligations are met.

Tennessee—The governor is reported to favor elimination of the federal income tax deduction for state corporation tax liability and an increase of from three to five cents per package in the cigarette tax rate.

Texas—The state comptroller has estimated that $110,000,000 in additional revenue will be necessary to maintain state services at their current level and the governor proposes to raise this through new taxes.

Utah—Exemption of groceries from the state sales tax and raised personal income tax exemptions are favored by Utah's governor. He asked consideration also of a tax commission plan for repeal of the state income and inheritance taxes and a sales tax boost from 2 to 3 per cent.

Vermont—The governor favors an increase in highway-user taxes and a review of state timber taxation to encourage timber production.

Washington Reduces Budget

Washington—A reduced budget was outlined for Washington with a $47,000,000 bond issue to take care of the current biennium deficit. A 4 per cent corporate income tax was also proposed.

West Virginia—The governor favors higher alcoholic beverage and cigarette levies to finance a $90,000,000 soldiers' bonus. He also recommended a higher gasoline tax and a soft drinks levy.

Wisconsin—The governor has recommended no new taxes but favors continuing a temporary 25 per cent surtax on personal income, enacted in 1949, and the repeal of the state's privilege dividend tax, imposed on dividends paid out to residents and out-of-state investors.

Wyoming—The governor favors exempting gasoline used for agricultural purposes, higher liquor taxes to pay for liquor law enforcement and a change in motor vehicle tax rates. A legislative interim committee has recommended enactment of a state cigarette tax with proportional reimbursement to cities of the state.

The Know-how of Public Relations

Basic Steps for Selling Local Civic Organizations

By Walter M. Megronigle*

SOME time ago I attended a meeting in a city in northwest Pennsylvania, called to stimulate plans for selling the advantages of the area to industrialists. Those attending were, for the most part, the kind of people one would expect to find there—utility and transportation executives, newspapermen and civic leaders of the various communities in the area.

Among this group one man, supervisor of a government forest, stood out as being somewhat out of place. As the discussion developed we all told what we thought we could do to sell that portion of the state to those who would be most interested. When this man's turn came he told us about the wonderful trees, the seasonal beauty of the forests and of his own day-by-day contact with nature. It was difficult for some to understand what this man could offer in helping to sell the area.

Later, when I had a chance to talk with him alone, I asked him about his activities and got the surprise of my life. He said he had several million board feet of lumber to sell each year; also that his was one of the few government agencies which showed a profit. He pointed out that for every dollar put into the upkeep of the forest, the government receives something like five in return. Now, the point I want to make is that we often emphasize the things of interest to us and not the things highly important to others.

In February 1949 my firm was called in by a civic agency with an excellent record, located about 70 miles from Pittsburgh. It had successfully promoted industrial areas, better recreational facilities and better streets for its community, but it had a problem which is well known to all. The organization was losing prestige and its budget was shrinking.

It was a relatively simple job to uncover the reason for this difficulty. A look at the bulletins which had been issued during the year revealed that everyone was getting away from the agency's objective, and that most of the time had been spent in trying to influence people with ineffective statements such as, "This is our year of decision, let's do something about it." Unfortunately the organization had been trying to sell air—and the air was not being bought by its members or residents of the community.

The simple technique used in getting the group back on the track was this. Industrialists, businessmen, clergymen, labor leaders and others were brought together in a series of meetings. They were asked to re-evaluate the things which had been accomplished and to decide whether the organization was worth while. They were also asked to decide whether the objectives were clearly

*Mr. Megronigle is manager of the Public Relations Division of Ketchum, Inc., of Pittsburgh. This article is based on his address before the National Association of Civic Secretaries at the National Conference on Government of the National Municipal League, Buffalo, New York, November 19, 1950.

defined. The meetings worked like magic. Once most of the members had participated and had helped in formulating progressive and wholesome objectives, they sold themselves on their civic agency and then set about selling it to the community. Together they had found the most important thing—and it wasn't air.

In my own home community, a group organized itself several years ago with the purpose of influencing the community to build a swimming pool. The project was estimated to cost about $120,000. The committee wanted to sell the community on supporting a bond issue for the pool. They publicized the project through the local newspaper and via word of mouth, but it dropped dead. One member asked me why I thought it had failed. I pointed out that they had placed their emphasis on the wrong thing—the swimming pool. They should have emphasized the community problem—and it was a problem.

Stating the Problem

Many of our kids were hitching rides to places ten and twenty miles distant to get a swim. Some of them had had accidents, others had gotten into mischief. The committee had not sold this problem to the community—it tried only to sell the swimming pool project.

Many civic agencies overlook the fact that if they are to bring people over to their side they must first gain their interest by emphasizing the problem.

Once the problem is sold, then the character of the organization must be the next sale. This is best accomplished by publicizing the individuals within the group, showing that they are people of high repute and sincerity, people who are interested in the community and willing to do something about its problems.

Finally, after the problem has been sold and the character of the organization has been projected, you are ready to sell your program. But don't try to sell the program until the people are interested in the problem and know the type of organization which is working on it.

Here is an example. One of our clients is a well known state commission. This group has completed a long and elaborate study which should result in the betterment of state facilities. While the study was being made we were called in because some of the commission members recognized that such a report could not be sold to the public until it was interpreted so that the man on the street could understand it.

First, we started to sell the problem through all public opinion channels. We developed readable, understandable feature articles and news releases. We distributed comprehensive speech outlines to commission members and urged them to become salesmen for the commission. Over and over again we emphasized the problem. After six months of this activity we moved into the job of selling the commission itself. Soon we go into the final phase of selling the program.

How Reach the Public

Now let us consider certain fundamental methods of getting to the public. Too many agencies issue a press release or buttonhole a newspaperman and feel they are doing a good job of getting their story across. However, they often find that they draw a blank. There is only one way of getting a story across effectively and that is by providing public opinion channels with understandable facts. Every secretary should give consideration to producing a "facts package" about his agency. Such a package is a ready reference for those

men and women who work for newspapers, wire services, magazines or radio stations. The facts package should be designed to outline the problem, the character of the organization and to explain the specifics of the program. It should contain the facts. Once it is published it should be released to press and radio by way of a press conference or personal contact.

In doing a big job in the community —an important job which is making news—this situation may be encountered: On one day a certain newpaperman will cover your activity, the next day someone will replace him and so on. All these men cannot be expected to have the facts about the organization and its activity at their finger tips. That's where the facts package will save the day.

Civic Sales Group

I would also like to recommend that every civic agency give some real thought to building a civic sales group. In Pittsburgh our firm has the job of selling Pittsburgh to Pittsburghers and to the nation. We are putting a lot of effort into this job. We've created countless sales tools, we've stimulated a tremendous amount of national publicity, but one of the finest ways we have found to sell the community to its residents is by using our Civic Salesmen's Club. The civic salesmen are young men—young attorneys, young newspapermen, young insurance men and young executives of industry. They are enthusiastic and progressive. Each year they make between 100 and 150 talks about their city to civic and service clubs and church organizations in all neighborhoods. We provide them with the necessary material. We schedule their talks and then they go out and do a marvelous job.

Now, what about everyday publicity? If you want it you must go after it. In plain words, you have got to make the calls if you hope to make the sales. But calling is not enough! You must have something in your hand when you get there. I've always been pretty successful in this respect, carrying a simple, understandable outline. Newspapers, magazines, radio stations want good stories about civic ventures, but they don't want long-winded, scholarly dissertations. The civic secretary who wants to do a publicity job merely has to set down in one, two, three fashion the thing he wants to sell on one piece of paper. With this in hand he should set out for his newspapers and radio stations, and I can guarantee he will be well received if he has some meat in his presentation.

Here is a little example of this technique. In July of 1947 we were trying to tell the nation about the smoke control program in Pittsburgh. I took a trip to New York and told one of the associate editors of *Life* magazine what we had accomplished. He was extremely nice but was somewhat concerned as to whether we really had a story. He pointed out that they had the same sort of thing in St. Louis and other cities, that it wasn't new at all. We talked it over for a while and finally he said he would investigate the progress which Pittsburgh had made in this respect. Some of you may recall the space which *Life* gave to Pittsburgh's smoke control program in September of that year.

There was nothing magic about this approach. It was just as simple as simple could be. We had a good story, we contacted a good magazine and they gave it a good play.

I know this is sometimes a thankless job but every bit of publicity

which a group receives builds both the morale of the executive and the prestige of the organization. Perhaps these few suggestions will be of some help in strengthening the position of community organizations.

Brookfield Association Takes Stock

The Management Association of Brookfield, Illinois, which "aims to place honest, competent men in office," reviews the growth of good government in the village in *Facts,* its publication for October 1950. The review, says Orville Kocour, an association director, in an opening article, "will serve the dual purpose of refreshing the memories of the people who have lived in the village and contributed to this effort and also to bring to light to the new residents of the village a little of the background of this movement. . . .

"As far back as 1942 the sad plight of the financial affairs of the village of Brookfield was a matter of great concern to a small group of citizens congregated at the office of a local newspaper. Concerted effort by this group with local officials at that time failed to gain any headway. It wasn't until 1945 that this group entered the political field and made a dent in the 'machines' that held sway for so long. Three qualified men were elected to our village board of trustees. This minority held their own for two years and in the election of 1947 they were reinforced by a clean sweep which added three more well qualified members. In a very short time all of their platform promises were fulfilled or in process of realization. A village manager was hired through the City Managers' Association. Immediately, as the statistics in this issue of *Facts* show, the continual rise in our village debt was stopped, and continued efficiency of operation soon had the debt being reduced at a rapid and almost miraculous rate. Another clean sweep in the election of 1949 assured continued efficiency.

"These operations were cheerfully financed by all people who recognized an honest effort to bring good government to Brookfield. Their faith was justified.

"No contribution in excess of $25 was accepted from anyone, thus precluding the establishment of a vested interest. In the course of the last three elections not one cent was paid to anyone in this group or to workers for this group. A sincere desire to promote a civic and community spirit prevailed.

"The success of our present government is the inevitable product of well qualified officials, a hard working, well qualified manager and a community of people who insist on getting a square deal. We've got good government, let's work to keep it."

Before-and-after charts depict a 30 per cent reduction in village debt in three years under the manager plan. Improvements in the police court are described. "The good government we struggled so many years to establish is now a reality," says *Facts.* "Let us carry on, continually improving."

Honor City Manager

Walter K. Willman, former city manager of Port Huron, Michigan, has been presented with a plaque, in honor of his three years of service to the city, by the Citizen League. "It was a privilege to serve Port Huron," said Mr. Willman in his acknowledgment. "Your backing meant a great deal to me as a city manager and I know that your continued interest in public matters will

result in an accelerated improvement in an already fine community."

* * *

Change of Name

Members of the Plan E State Association of Massachusetts, made up of representatives of local groups, have voted to change the organization's name to the Council-Manager Government Association of Massachusetts. Gerald F. O'Neill, of the Citizens' Plan "E" Association of Worcester, was elected president; Donald Spencer, Cambridge Civic Association, and Z. Cranston Smith, Quincy Civic Association, were elected vice presidents.

* * *

Snowed Under

The annual meeting of the Lake County Civic League at Waukegan, Illinois, scheduled for December 7, had to compete for attention with "the worst blizzard in Lake County's recent history." There were not enough members present to form a quorum so the meeting was postponed until January 18. But, says the *Civic League Reporter,* "Those present had a stimulating discussion of tax matters, civic affairs and legislation certain to be pending before the next General Assembly, as well as doughnuts and coffee enough for twenty times their number."

* * *

Annual Reports

Organizations issuing annual reports for 1950 include the Citizens Union of New York, McMinn County Good Government League (Athens, Tennessee), and the Municipal League of Seattle. The Chicago Citizens' Community Conference, inaugurated in September 1949 by the Citizens' Association of Chicago, has issued a small mimeographed brochure describing what the organization is, its purposes, what it could do, what it will do and what it will not do.

* * *

Air Raid Wardens

The East Detroit, Michigan, Civic League has been placed in charge of air raid wardens, reports the organization's *Civic News.* Its duty is to round up some 550 men and women to act in this capacity and to keep them alerted and informed.

* * *

To Read and Run

"Briefly, Sir" is the title of a one-page mimeographed digest of the Toledo Municipal League which also issues a monthly *Toledo Municipal News.* The new publication will go to associate and sustaining members "whenever and as often as pressing issues make it necessary and whenever the publication date of the *News* is inappropriate for the timing of a special item." It will "dish the news hot and fast to those interested in the facts and issues as they occur."

"For Your Information" is being sent by the Cincinnati City Charter Committee to a restricted list of active members and officers. It is mimeographed and covers such matters as important issues before the city council and council committees. The committee also issues a regular monthly *Charter News Letter.*

The Massachusetts Civic League, with headquarters in Boston, has begun publication of its *State House News Letter,* a single printed sheet discussing such matters as primaries, decisions to be made by the 1951 legislature, and legislative bills introduced by the league. Its monthly publication is called *The Lens.*

Researcher's Digest . . . . . *Edited by John E. Bebout*

Bureaus Report on Current Activities

Promotional Pieces Issued; Publications Listed, Analyzed

RESEARCH organizations which have long stressed adequate reporting by government are beginning to pay more attention to their own public relations. Annual reports are becoming more attractive, informative and easy to read and bureaus are indulging in more downright self-promotion.

Citizens At Work, a 22-page booklet issued by the Milwaukee Citizens' Governmental Research Bureau, was given a detailed by-line story in the Milwaukee *Journal* in addition to an editorial, which began: "The Citizens' Governmental Research Bureau has come out of its shell of modesty and is making polite but firm noises to attract more citizens' attention to itself. The reason: It has been operating on a minuscule budget of $30,000 a year, but needs twice as much if it is to continue keeping tabs on expanding local government."

The booklet, written and designed by Alexander L. Crosby, with drawings by Ajay, pays tribute to the honesty of Milwaukee's governments and the cooperativeness of their officials and employees. It goes on to demonstrate how the bureau's methods of fact-finding pay off in helping citizens and officials inject needed efficiency and imagination into the task of supplying desired services without imposing too heavily on the taxpayers. Copies of *Citizens At Work* may be obtained from the bureau by sending fifteen cents in stamps or coin.

The 1950 annual report of the Citizens Budget Commission, New York City, is an attractively printed and illustrated 28-page pamphlet of ten short chapters dealing with major current municipal events in which the commission has had a part. The first chapter title: "Water, Water Everywhere—The Hudson River Versus Distant Sources."

Other reports on bureau activities include:

Woodbury County (Iowa) Taxpayers Conference, October *Bulletin* summarizing activities during preceding twelve months;

Civic Federation of Chicago, *57th Annual Report,* for year ending September 30, 1950;

San Francisco Bureau of Governmental Research, *Progress Report,* a recapitulation of major bureau activities during 1950;

Taxpayers' Association of Fall River, Massachusetts, *Report of Accomplishments—1950*;

Waterbury (Connecticut) Taxpayers' Association, *Report of Activities for 1950*;

Municipal Technical Advisory Service of the University of Tennessee, *MTAS Covers the State . . . A Service Report* on its field consulting services;

Newark Bureau of Municipal Research, *Report of Major Activities 1950,* annual report on major projects with list of all publications issued during the year;

Bureau of Government, University of Wisconsin, *The Bureau of Government. What it is. What it does*;

Syracuse Governmental Research Bureau, *Balance Sheet at October 1950,* a statement to the membership listing ten major "productive results" of activities since the organization of the bureau in 1949 with reproductions of newspaper publicity and numerous testimonials.

The Bureau of Governmental Research of the University of Kansas has begun

publication of a monthly bulletin, *News and Views*. Its purpose is "to give the public officials of Kansas a better idea of the month-to-month activities of the Bureau of Governmental Research and to report other university activities."

GRA Lists Reports

The Governmental Research Association has compiled a 15-page classified list of research reports issued during 1950 by various local bureaus. The list, published in *Notes and References,* indicates the conditions on which the reports are available, including price if any. Most of the reports are included in the GRA lending library kits, made up according to subject, which are available to members on a loan basis.

In another number of *Notes and References* the GRA presents a report by Leslie M. Gravlin, director of the Hartford Governmental Research Institute, on a recent survey of the periodical publications of some seventeen bureaus. The facts outlined include frequency of publication, size, style, method of mailing, etc.

New Organizations

The newly formed Hamilton County (Cincinnati) Research Foundation will share the same office and divide operating expenses with the Hamilton County Good Government League. The foundation, which "will concentrate exclusively on educational matters tending to promote good government," will have substantially the same relation to the Good Government League that the Cleveland Bureau of Governmental Research has to the Cleveland Citizens League.

A social science research center whose purpose will be to sponsor research and off-campus activities in political science, public administration, sociology, economics, history and related fields, has been organized by the Mississippi State College under the chairmanship of John B. Kettersworth, head of the Department of History and Government.

Boston University has established an Institute of Public Service which will extend the offerings of the evening school to public officials in the Boston metropolitan area. Its program will include preparation for specialization in public administration, municipal administration, financial administration and personnel management and supervision.

On the initiative of Governor Allan Shivers and other interested citizens, the Texas Economy Commission has been organized to study the executive branch of Texas state government. Stuart A. MacCorkle, director of the Institute of Public Affairs of the University of Texas, has been given leave of absence to act as executive director.

Other Bureau Activities

At its tenth annual conference (1950) in San Francisco, 143 members of the Western Governmental Research Association elected Garrett Breckenridge, assistant to the mechanical engineer of Los Angeles County, president; George A. Terhune, Los Angeles City Bureau of Budget and Efficiency, vice president. New members of the executive committee are J. Roy Holland, director of research, California Taxpayers' Association; Paul Oppermann, director of planning, San Francisco; and Frederick W. Weber, manager, Twelfth U. S. Civil Service Region Branch Office, Los Angeles.

General theme of the conference was "Emerging Problems of Governmental Research." Among the panel leaders and subjects were: performance budgeting, Joseph P. Harris, University of California; urban redevelopment, Paul Oppermann; civilian defense, Samuel C. May, director, Bureau of Public Administration, University of California; crime research, Ronald Beattie, California Department of Corrections; council-manager government, Wesley McClure, city manager, San Leandro. The last panel concerned itself mainly with the

problem of community political leadership in manager cities, according to the report in the *Quarterly Bulletin* of WGRA.

The Institute of Government of the University of Utah has announced establishment of an annual award of $250, to be known as the Maurice Warshaw Prize, which will be given for "the most scholarly and significant article appearing in a volume of the *Western Political Quarterly*." It is intended to encourage research, particularly among young political scientists.

Tax Survey Group Beats Police, Fire Pay Raise

The Tax Survey Commission of Atlantic City, Howard G. Fishack, executive director, put research to work in such an effective manner that the voters of Atlantic City last November, on the basis of information supplied by the commission, defeated, three to one, proposals for substantial pay increases for policemen and firemen. Less than half the number of voters who signed the petition for the increases voted in favor of them at the polls.

The commission showed that Atlantic City was already paying a great deal more for police and fire service than other New Jersey cities more than twice its size and that the proposed increase of $850 for each policeman and fireman if adopted would mean that these employees had had a total increase of $1,450 since 1947.

The commission presented these and other facts to the voters in clear and simple terms in newspaper ads of varying size and in three giant postcards mailed to every registered voter urging a "no" vote. Altogether 115,000 mailing pieces were distributed. A particularly effective device, used both in an ad and in one of the cards, asked the voter to compare his job with that of the policemen and firemen. The ad was captioned "Figure It Out for Yourself!" and listed eight questions. Sample questions:

Police and firemen want you to pay them $4,000 a year with bonus.

How much do you get?

Police and firemen get good pensions, can retire in 25 years with half pay at age of 53.

How about you?

Police and firemen get sick-leave with pay up to a year.

What do you get?

Comparative Tax Rates

The Waterbury Taxpayers' Association, Robert D. Fleischer, managing director, in *Governmental Briefs* for January 25, analyzes the significance for Waterbury of the 1950 report on actual and adjusted tax rates of American cities prepared by the Bureau of Governmental Research of Detroit and printed in the January number of the National Municipal Review. The association points out that in Waterbury the ratio of assessment to sales value had gone down from 74 per cent to 60 per cent in 1950 and probably to 56 per cent by early 1951.

In commenting on the value to citizens and researchers of comparative tax rates, the statement suggests that "although neither the tax rate nor the assessed valuation are standards of municipal measurement, they may well serve as a starting point for further analysis of a city's government as to its efficiency of performance and its costs of accomplishment."

Upson Fellowships

The Detroit Bureau of Governmental Research announces for the second year the Upson Fellowships for graduate training in public administration for a period of twelve to fifteen months beginning in July or September 1951. Fellowships of $1,800 to $2,250 will be

awarded to not more than five graduate students. They are in memory of the late Lent D. Upson and are made possible by a grant from the William Volker Charities Fund of Kansas City, Missouri. Academic work will be at Wayne University, with on-the-job training at the Detroit Bureau (810 Farwell Building, Detroit 26, Michigan).

Strictly Personal

Weldon Cooper, professor of political science and associate director of the Bureau of Public Administration, University of Virginia, has been granted leave of absence to serve as Governor Battle's chief of staff.

E. Maxwell Benton, research director of the Arkansas Public Expenditure Council, has resigned to accept appointment as assistant professor of public administration at Florida State University.

The Bureau of Business Research, University of Kentucky, has granted a leave of absence to its director, James W. Martin, who has been made consultant on financial administration to the Turkish Minister of finance. Rodman Sullivan will serve as the bureau's acting director.

Hugh McKinley of Portland has been appointed to replace Robert E. Moulton as research assistant on the staff of the Bureau of Municipal Research and Service of the University of Oregon.

Barry T. Mines, until recently executive aide to the director of Brookhaven National Laboratory, the northeastern center for atomic research operated by nine eastern universities, has been appointed to succeed John D. Langmuir as executive director of the New Hampshire Taxpayers Federation. Mr. Langmuir resigned to become administrative assistant to Governor Adams. Mr. Mines has had wide experience in advertising, journalism and industry.

Research Pamphlets and Articles

Aid to Aged

Some Provisions in Aid to Aged Programs. States and Territories of United States. Los Angeles 14, California Taxpayers' Association, *The Tax Digest,* January 1951. 14 pp. 25 cents.

Bill Drafting

Bill Drafting Handbook for the General Assembly of the State of Arkansas. Prepared by The School of Law, University of Arkansas. Little Rock, Arkansas Legislative Council, 1950. 84 pp.

Bill Drafting in Washington. By Mark H. Wight. Seattle 5, University of Washington, Bureau of Research and Services, 1950. 40 pp. 50 cents.

Budgets

Budget Requests Again Exceed Estimated Receipts. Denver, Colorado Public Expenditure Council, *Colorado Taxpayer,* December 1950. 7 pp.

Make the New State Budget a Real Budget. Baltimore 2, Commission on Governmental Efficiency and Economy, *Your Tax Dollar,* January 25, 1951. 3 pp.

Seventh Annual Compilation of County Budgets of Missouri's 109 Rural Counties. A Five-Year Summary. Jefferson City, Missouri Public Expenditure Survey, 1950. 16 pp.

Charters

Charter Commission Revises Department Proposals. Philadelphia, Bureau of Municipal Research, *Citizens' Business,* November 27, 1950. 4 pp.

The Vote on the County Charter. Cleveland 15, The Citizens League, *Greater Cleveland,* November 15, 1950. 4 pp.

City-County Consolidation

The Metropolitan Problem. I and II. Buffalo 2, Municipal Research Bu-

reau, *Just a Moment,* January 18 and February 1, 1951. 3 pp. each.

What the Consolidation Amendment Will Do. Philadelphia, Bureau of Municipal Research, *Citizens' Business,* January 8, 1951. 3 pp.

Civic Centers

School Lease Plan vs. City Office Building. San Francisco, Bureau of Governmental Research, January 16, 1951. 2 pp.

Debt

Debt-Limit Amendments. Philadelphia 7, Bureau of Municipal Research, *Citizens' Business,* January 29, 1951. 6 pp.

Delinquents

An Indeterminate Sentence Law for Defective Delinquents. By G. Kenneth Reiblich and Herbert H. Hubbard. Baltimore 2, Legislative Council of Maryland, Research Division, 1950. 35 pp.

Education

Enrollment in New Jersey's Public Schools. Trenton 8, New Jersey Taxpayers Association, *Its Your Business,* December 1950. 5 pp.

Public School Expenses and State Aid in Connecticut's 169 Towns. Including Data for the School Year 1949-1950. Hartford 3, Connecticut Public Expenditure Council, January 1951. 33 pp. Tables.

Schenectady's Schools and Permissive Taxes. Schenectady 5, New York, Bureau of Municipal Research, *Research Brevities,* January 20, 1951. 4 pp.

Secretarial and Clerical Service in the Schools. Preliminary Draft of a Report to the Survey Committee, Newark Board of Education. Newark 2, Bureau of Municipal Research, 1951. 48 pp. Tables.

Election Administration

State Election Administration. Staff Report. Lansing, Michigan Joint Legislative Committee on Reorganization of State Government, 1951. 26 pp.

Grants-in-Aid

Federal Grants-in-Aid in Kansas. By Howard W. Hallman. Lawrence, University of Kansas, Bureau of Government Research, 1951. 25 pp.

Initiative

Initiative Legislation in California. History of the Use of the Initiative and Summary of Various Proposals for Amendment of the Initiative Process. (With arguments pro and con, charts and tables showing extent and nature of use of the initiative and voting thereon, and analysis of provisions governing the initiative state by state.) San Francisco, California State Chamber of Commerce, Research Department, 1950. Variously paged. Tables.

Intergovernmental Relations

Extension of Municipal Service to Subdivisions by Georgia Cities. Athens, University of Georgia, College of Business Administration, in cooperation with the Georgia Municipal Association, 1950. 12 pp. 50 cents.

Licensing

Professional Licensing and Regulation. Staff Report. Lansing, Michigan Joint Legislative Committee on Reorganization of State Government, 1950. 89 pp.

Museums

Public Museum Services Should Be Available to All School Children in Milwaukee County. Milwaukee 2, Citizens' Governmental Research Bureau, *Bulletin,* December 19, 1950. 3 pp.

Parking

Accounting for the Off-Street Parking Program. Boston 8, Municipal Research Bureau, *Bulletin,* December 29, 1950. 4 pp.

Personnel

Activities Concerning Workers and Employment. Staff Report. Detroit 26, Michigan Joint Legislative Committee on Reorganization of State Government, 1950. 37, vi pp. Charts.

Employment in the Public Service.

Third edition. (Information for students, especially those seeking training at Indiana University.) By W. Richard Lomax. Bloomington, Indiana University, Institute of Training for Public Service, 1950. 28 pp.

Getting and Keeping Good Workers. Philadelphia 4, Associated Institutes of Government of Pennsylvania Universities, *Municipal Administration,* January 1951. 2 pp.

Public Personnel Glossary. By W. Richard Lomax. Bloomington, Indiana University, Institute of Training for Public Service, 1950. 40 pp. $1.

State Personnel Administration in South Carolina. (Includes a bill to create a department of personnel in the state government.) By Raymond Uhl. Columbia, University of South Carolina, Bureau of Public Administration, 1950. 85 pp.

Planning

Highlights of the Proposed Planning Bill. Boston 8, Municipal Research Bureau, *Bulletin,* January 26, 1951. 2 pp.

Public Health

The Heart of the State Mental Hospital Problem. Reno, Nevada Taxpayers Association, 1950. 4 pp.

Hospital Facilities for Montgomery County, Maryland. By Maurice Leven. Rockville, Montgomery County Hospital Facilities Advisory Committee, 1950. xi, 85 pp.

Public Welfare

Detroit Welfare Investigations 1948-1950. Detroit 26, Bureau of Governmental Research, *Bureau Notes,* November 13, 1950. 2 pp.

The Heart of the State Welfare Program. Reno, Nevada Taxpayers Association, 1950. 4 pp.

New Mexico Department of Public Welfare's Policies Relative to Property and Resources of Applicants for Assistance. By Murray Hintz. Santa Fe, Taxpayers' Association of New Mexico, *New Mexico Tax Bulletin* January 1951. 5 pp.

Public Works

Department of Public Works. Buffalo 2, Municipal Research Bureau, *Just a Moment,* January 25, 1951. 3 pp.

Salaries

Operation of Providence's Pay Plan. Providence 3, Governmental Research Bureau, December 1950. 2 pp.

Sewers

The Proposed Sewer Rental. Schenectady 5, New York, Bureau of Municipal Research, *Research Brevities* November 11, 1950. 4 pp.

Taxation and Finance

Financial Statistics of New Jersey Municipalities. Trenton 8, New Jersey Taxpayers Association, 1950. 42 pp.

Property Tax Rates of Missouri Municipalities and Counties. Jefferson City, Missouri Public Expenditure Survey, 1950. 5 pp.

Supreme Court Rules City Charter Must Be Followed in Making Appropriations. New Haven 10, Connecticut, Taxpayers Research Council, *Council Comment,* January 25, 1951. 2 pp. (A detailed report, *A Budget Plans All Expenditures,* is available upon request.)

Tax Reduction. Lackawanna, New York, Tax Research Bureau, *Comments,* December 1950. 6 pp.

A Two Year Analysis of Minnesota's State Fiscal Operations. St. Paul 1, Minnesota Institute of Governmental Research, January 1951. 4 pp.

Year-end Review and 1951 Preview of New York City Finances. New York 17, Citizens Budget Commission, December 31, 1950. 14 pp.

Workmen's Compensation

The Utah Workman's Compensation Program. Salt Lake City 1, Utah Foundation, *Research Report,* 1951. 4 pp

Books in Review

Minimum Standards of Judicial Administration. A Survey of the Extent to Which the Standards of the American Bar Association for Improving the Administration of Justice Have Been Accepted Throughout the Country. Edited by Arthur T. Vanderbilt. New York City, New York University, The Law Center, 1949. xxxii, 752 pp. $7.50.

New Jersey's chief justice, Arthur T. Vanderbilt, has provided in one volume of moderate length a series of reports and recommendations dealing with "the minimum standards that were needed in a practical way to make our court procedure work in the twentieth century," with a clear, succinct analysis as to the extent to which each state measures up to these minimum standards.

Each of the ten chapters average less than 50 pages and could well serve as a handbook on the subject covered. Beginning with "Judicial Selection, Conduct and Tenure," it is startling for one in a state where the governor appoints judges subject only to confirmation by the state Senate to note that in 35 states judges are still elected by popular vote. In "Managing the Business of the Courts" the standards of unified judicial systems, strong judicial councils or conferences and periodic judicial statistics, exemplified first by the federal judicial system and more recently, among the states, by New Jersey's modernized system, appear to offer a challenge to the bench and bar in a large number of states.

"Rule Making—The Judicial Regulation of Procedure" shows that a plurality of states entrust complete supervisory rule-making power to the court of last resort. The chapter on "The Selection and Service of Juries" sets forth numerous items of importance, e.g., first recommendation of A.B.A., July 1938, "The jurors should be selected by commissioners appointed by the courts." There is a description of the Cleveland - Key Number jury selection system, the Knox Committee's report, the varied and numerous methods of jury selection, the diverse and specific qualifications for jurors among the states. Citations and statutory references are plentiful.

It is, of course, understandable that New Jersey should rate highest among the states in its standards of judicial administration. However, Chief Justice Vanderbilt points out that the bar's inertia, complacence and distaste for learning new practices have accounted for much credit for procedural reform in most states going to laymen.

He also points out that, "Aside from inertia, the greatest obstacle to the modernization of judicial administration has been the lack of complete detailed knowledge of what should be done in each state to give it a reasonably effective procedural system." Such knowledge the present volume supplies.

This work constitutes a significant contribution to the cause of improved judicial procedure.

Joseph Harrison
Member of the New Jersey Bar

On the City Council. By Arthur W. Bromage. Ann Arbor, Michigan, George Wahr Publishing Company, 1950. v, 81 pp. $1.

The author, a political scientist on the faculty of the University of Michigan, was elected in 1949 to the city council of Ann Arbor under an old fashioned weak-mayor strong-council, tanglefoot government. Many thousands of citizens had had that experience but Professor Bromage was one of the first to bring to it the com-

bination of freshness of experience and the perceptiveness of his theoretical background. He has found an amazing amount of material for his case study and has spun out of it fourteen brief chapters, one of which has been published in the NATIONAL MUNICIPAL REVIEW[1] and several others elsewhere.

The pamphlet makes a good handbook for freshman councillors elsewhere but is highly useful, too, for those who will never find themselves in such positions. It is a compact exhibit of how a municipal government ought not to be organized and how difficult it is for such a government to get out of its own way without stepping on its own feet, even when all the numerous steps which are required for every action employ the attention of decent people of ample and selfless good will, trying to do a job. R.S.C.

American State and Local Government. By Clyde F. Snider. New York, Appleton-Century-Crofts, 1950. xiv, 639 pp. $5.

The preface of this newcomer to the university textbook list explains that it is designed for courses that undertake to give balanced treatment to both state and local government. The last third of the volume follows functions in many of which both states and cities participate with consequent interaction and conflict.

A fine workmanlike job in lucid English.

The viewpoint of the National Municipal League is reflected with a completeness and fidelity that we have come to expect in college texts; a tally of a quarter of the pages indicates that the NATIONAL MUNICIPAL REVIEW is cited about 250 times!

R.S.C.

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[1]June 1950, page 288.

Additional Books and Pamphlets

(See also Researcher's Digest and other departments)

Administrative Centers

Branch Administrative Centers. Los Angeles, City Planning Commission, 1950. 35 pp.

Annexation

A Factual Report on Annexation for the Metropolitan Area of Colorado Springs. By Joseph E. Chamberlin. Colorado Springs, Colorado, Office of City Manager, 1950. 113 pp. $1.

Louisville's Annexation Program. By Roy H. Owsley. Louisville, Kentucky, Office of the Mayor, 1950. 38 pp.

Authorities

Valley Authorities. By Raymond Moley. New York 17, American Enterprise Association, 1950. 78 pp. 50 cents.

Civil Defense

Civil Defense Against Atomic Attack. Chicago 37, Educational Foundation for Nuclear Science, *Bulletin of the Atomic Scientists,* August-September 1950. 64 pp. $1.

Civil Defense and Disaster Plan. San Diego, Disaster Council, 1950. viii, 40 pp.

Setting Up a Local Civil Defense Organization. By Dr. Walter L. Cronin. Cambridge, Massachusetts, Disaster Relief Coordinator, 1950. 9 pp. Charts.

The Status of Civil Defense in American Cities November 1950. Edited by Donoh W. Hanks, Jr., and Robert H. Blundred. Chicago 37, American Municipal Association, 1950. 159 pp. $3.

Codes of Ordinances

Code of the City of Ardmore. Compiled by Charles F. Spencer. Ardmore, Oklahoma, City Council, 1950. 487 pp.

Constitutions

Documents on the Constitutional History of Puerto Rico. Washington, D. C., Office of Puerto Rico, 1950. 151 pp.

Directories

County Directory, 1951-52. Listing the County Judges, Commissioners, County Clerks, Engineers, Auditors of Texas. Brownwood, County Judges and Commissioners Association of Texas, 1951. 44 pp.

Directory of Agencies and Officers of the Territory of Hawaii. (Fifth Edition.) Honolulu 14, University of Hawaii, Legislative Reference Bureau, 1950. vii, 55 pp.

A Directory of Elected State Officers and Members of 1951 General Assembly of the State of Connecticut. Hartford, Connecticut Public Expenditure Council, 1951. 20 pp.

Georgia Official and Statistical Register, 1945-1950. Compiled by Mrs. J. E. Hays. Atlanta, Department of Archives and History, 1950. 773 pp.

Elections and Voting

The Italian Vote in Philadelphia Between 1928 and 1946. A Dissertation in Political Science. By Hugo V. Mailey. Philadelphia, College Offset Press, 1950. x, 165 pp.

Libraries

Kansas Libraries — Survey and Recommendations. Kansas Libraries —Summary of the Survey Report. A Report to the Governor and the Legislature by the Temporary Library Survey Commission of Kansas. Topeka, Governor's Office, 1950. 52 and 9 pp. respectively.

Metropolitan Areas

Metropolitan Decentralization: A Study of Differential Growth. By Donald J. Bogue. Oxford, Ohio, Miami University, Scripps Foundation for Research in Population Problems, 1950. 17 pp. 25 cents.

Population of Standard Metropolitan Areas: April 1, 1950. Washington 25, D. C., U. S. Department of Commerce, Bureau of the Census, 1950. 13 pp.

Migration

An Exploratory Study of Migration and Labor Mobility Using Social Security Data. By Donald J. Bogue. Oxford, Ohio, Miami University, Scripps Foundation for Research in Population Problems, 1950. 14 pp. 25 cents.

Municipal Government

A Better Deal for Chicago. A Constructive Program for Nonpartisan Local Government. By Harry R. Booth. Chicago, Alexander J. Isaacs (1104 East 46th Street), 1950. 26 pp.

Natural Resources

Soil and Sky. The Development and Use of Tennessee Valley Resources. By M. H. Satterfield. Knoxville, University of Tennessee, Division of University Extension, 1950. ix, 120 pp.

Pollution

Air Pollution and Smoke Prevention Problems in Allegheny County. Proceedings of Local Government Conference October 27, 1950. Pittsburgh, University of Pittsburgh, Institute of Local Government, 1950. 54 pp.

Pressure Groups

Lobbyists in Action. How Strings Are Pulled. By Franklin L. Burdette. Manassas, Virginia, National Capitol Publishers, Inc., 1950. (Apply P.O. Box 7706, Washington 4, D. C.)

Public Relations

Milwaukee Is Yours. Welcome . . . (A public relations leaflet issued to new residents.) Milwaukee, Municipal Reference Library, 1950. 16 pp. Illus.

Social Security

Your Social Security Benefits. What you and your family get. How you become eligible. How and when you collect. Cash benefits before age

65 and after. New York 5, Commodity Research Bureau, Industrial Relations Institute, 1950. 20 cents (discounts on quantity orders).

Surveys

Report on Survey of Sheriff's Department. Report on Survey of Assessor's Office. San Francisco, Office of the Mayor, 1950. 57 and 60 pp. respectively.

Taxation and Finance

Compendium of City Government Finances in 1949. The 397 Cities Having More Than 25,000 Inhabitants in 1940. Prepared under supervision of Allen D. Manvel, Chief, Governments Division, Bureau of the Census. Washington 25, D. C., Superintendent of Documents, U. S. Government Printing Office, 1950. 98 pp. 40 cents.

An Introductory Study of State Finance in West Virginia. Charleston, West Virginia Commission on Interstate Cooperation and the Joint Committee on Government and Finance, 1950. 62 pp.

Oklahoma Sales Tax Including Operations of the Use and Music Box Tax. Oklahoma City, Oklahoma Tax Commission, Division of Research and Statistics, 1950. 40 pp.

Sources of State Tax Revenue in 1950. Washington 25, D. C., U. S. Department of Commerce, Bureau of the Census, 1950. 30 pp.

Sources of State Tax Revenue 1940-49. A Summary of State Tax Rates and Yields in the Last Decade. Chicago 37, Council of State Governments, 1950. 44 pp. 75 cents.

Taxation of Publicly Owned Real Estate. Chicago 37, Federation of Tax Administrators, 1950. 20 pp.

Your Money and Mine. State Finances 1949-50. Nashville 3, Tennessee State Planning Commission, 1950. 56 pp. Tables, charts.

Traffic Safety

How Can Driver Attitudes Be Affected by Education. By Herbert J Stack. New York, New York University, Division of General Education, Center for Safety Education 1950. 8 pp.

Operation Safety. Program Kit on Traffic Safety Promotion for March 1951. Theme: **Motor Manners.** Chicago, National Safety Council, 1951 Variously paged.

What Is Your C. A. Q.? (Crossing Accident Quotient). Chicago, National Safety Council, 1950. 8 pp.

Water Pollution

The Extent of Water Pollution. By Richard Martin. Hartford, Connecticut State Water Commission, 1950. 29 pp.

Zoning

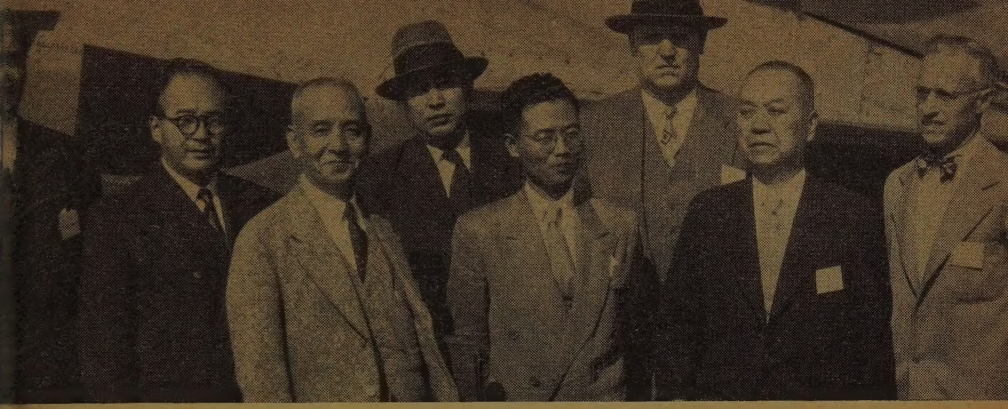
Zoning and Civic Development. Washington 6, D. C., Chamber of Commerce of the United States, Construction and Civic Development Department, 1950. 43 pp.

PROBLEMS OF PUBLIC OFFICIALS

(Continued from page 147)

best possible means of developing broader interest in city hall affairs. It was suggested that communities might do well to cultivate the interest of local organizations by supplying them with material and speakers on subjects which would carry the city's message to them and to the community at large.

The general tone of the meeting was a confident expression that the techniques of municipal public relations are making headway and that this newest of administrative techniques is now on a solid footing in many of our communities.



—Photo, Worcester Evening Gazette

legation of Japanese officials greeted at airport by officials of Worcester Citizens' an "E" Association. From the left, Francis E. Harrington, C. E. A. president; iichiro Yoshioka, executive director of the Secretariat of the National Election dministration Commission; Gonshiro Matsuzaki, chairman, Election Administration ommission of Tokyo; Riemon Okamura, member, House of Representatives; Okira kahashi, interpreter; Howard Porter, Allied Powers Supreme Command, Tokyo; inkichi Unno, chairman, National Election Administration Commission; Robert B. rvice, Jr., past president, C. E. A.

tudying Democracy's Ways

"This information will be of great lue to the Japanese people in the tablishment of democratic principles d methods in their respective local overnmental organizations," says a elicately illuminated Japanese New ear card, conveying to the League the most sincere gratitude" of fourteen apanese municipal and national offiials who visited the League office last October.

The group included mayors of sevral cities, the chairmen of the Yokoama city assembly and of several ther city and town assemblies and the eadmen of several towns and villages.

The same day these officials were n the League office another group of he top election officials of Japan was n Worcester, on a visit arranged by the eague, to observe the Citizens' Plan E" Association program of educating he voters on the use of proportional epresentation and get a firsthand look t efficient Worcester registration and lection administration.

At the request of the Institute of nternational Education, which is employed by the Department of the Army to arrange tours for Japanese visitors, the League helped plan the itinerary of the election group which included visits to Seattle, New York, Cleveland, Chicago and Washington.

When the delegation returned to New York, they reported that the day in Worcester had been the most stimulating single one in their entire trip. While these men were on their way home to Japan, Kenneth Holland, president of the Institute of International Education, wrote the League:

"As officials responsible for election legislation and administration in Japan they seemed to be impressed with the diversity and flexibility of American political life. The activity of our nonpartisan citizens groups particularly interested them and they appreciated the opportunity of meeting and talking with members of these organizations."

Other Japanese groups that have visited the League included the governor of Tokyo, members of the powerful Local Finance Commission, and

(*Continued on next page*)

Here to Study How We Do It

(*Continued from preceding page*)
other high officials, as well as a top journalist.

When one of these groups reaches the League office Richard S. Childs, Alfred Willoughby and John E. Bebout become a panel at which questions are fired after Mr. Childs opens up with a short, practical talk on some of the basic facts of democratic life in American cities. Despite the language difficulty the questions indicate the keenness and earnestness of the men who have been selected to lead Japan toward democracy.

Almost from the beginning of the American occupation the League staff has had a good deal of correspondence with American officials and Japanese interested in the democratization problem. One significant occurrence was the translation of the *Model City Charter* into Japanese in three installments in *Local Government*, published by the Local Autonomy Research Institute in Tokyo. The League has also granted permission for the translation of other publications, including the *Model State Constitution*.

Several German groups brought to this country under the auspices of the State Department have also included the League in their itinerary. Among the German visitors have been important legislators, municipal officials and newspaper editors.

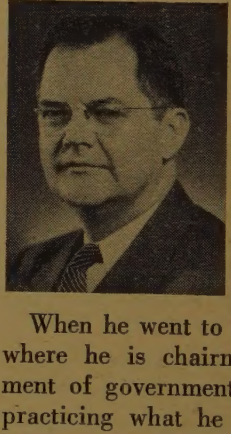
Ignorance, Apathy, Timidity

"Your helpful ideas and suggestions prompt me to want to contribute within my limited means and belong to such a worthy organization that is advancing better municipal principles and practices," writes John J. Boehrer of Mia Beach. "I am convinced there is a c ing need for a revival of civic inter and enlightenment. Most of our tr bles, it seems to me, stem from pub ignorance, apathy and timidity."

Teacher-Politician

A politician who is a professor, vice versa, is a rare bird. But Dayt D. McKean has never seen why a m who was fit to teach government a politics shouldn't be just the man to out and practice the art.

He was teaching at Princeton wh he was elected and reelected to the Ne Jersey Assembly. He later served



a member the New Jers Social Securi Commission, deputy comm sioner of finan of New Jerse and as assista to Governo Charles Edis 1941-43.

When he went to Dartmouth Colleg where he is chairman of the depa ment of government, he went right practicing what he preached. For t last two years he has been Democra state chairman for New Hampshire.

Among his numerous penetrati writings on the political scene, h book, *The Boss: The Hague Machi in Action*, when it was published t years ago, won Hague's mighty wra and established Dr. McKean as authority on the amazing Jersey Cit

In this issue of the REVIEW, in article "Hague's Domain Revisited he digs deeply and interestingly in the reasons for the fall of Boss Hag and his current attempt at a comeba